

4

VL
888

b.fol.
ZVL
1888




LIBRARY

Author: G.B. Select Committee on Poor Law Relief.

Title: Index to the report...

Acc. No.	Class Mark	Date	Volume
68097	b.fol.ZVL	1888	



Digitized by the Internet Archive
in 2015

<https://archive.org/details/b21365489>

Brought from the Lords, 7 August 1888.

I N D E X

TO THE

R E P O R T

FROM THE

SELECT COMMITTEE OF THE HOUSE OF LORDS

ON

POOR LAW RELIEF.

*Ordered, by The House of Commons, to be Printed,
11 August 1888.*

LONDON:
PRINTED BY HENRY HANSARD AND SON;

AND

Published by EYRE and SPOTTISWOODE, East Harding-street, London, E.C.,
and 32, Abingdon-street, Westminster, S.W. ;
ADAM and CHARLES BLACK, North Bridge, Edinburgh ;
and HODGES, FIGGIS, and Co., 104, Grafton-street, Dublin.

I N D E X.

LIST OF PRINCIPAL HEADINGS.

	PAGE
<i>Boarding-out</i> - - - - -	729
<i>Casual Poor</i> - - - - -	735, 736
<i>Charity</i> - - - - -	738
<i>District Schools</i> - - - - -	756, 757
<i>Guardians</i> - - - - -	761-764
<i>Paupers</i> - - - - -	828-830
<i>Poor Law</i> - - - - -	838, 839
<i>Relief</i> - - - - -	841-843
<i>Unemployed</i> - - - - -	856, 857
<i>Workhouse</i> - - - - -	869-871

I N D E X.

[*N.B.*—In this Index the *Figures* following the Names of the Witnesses, and those in the Analysis of Evidence of each Witness refer to the Questions in the Evidence ; and the *Figures* following *Rep.* and *App.* to the Pages in the Report and Appendix.]

A.

ABLE-BODIED. See also “*Unemployed*” and “*Vagrants.*”

Difficulty in defining them, *Henley* 443—In Birmingham, drift with partially disabled into workhouse, *Henley* 442—When earning wages, should receive no relief, *Owen* 7—Exceptions, *ib.* ; should be relieved in workhouse only, *ib.* 8; *Henley* 530 ;—are so treated in Burnley Union, *Horn* 3326.

Labour-test for, enacted by Article 6 of Out-Regulation Order, *Henley* 339 ; *Rep.* v.—Those who formerly remained in workhouse will not remain in Test-house, *Henley* 377 ;—900 classed as such in Mitcham Workhouse, *Hedley* 745-750.

In cases of presumably long illness, are sent to sick asylum in Stepney ; their families relieved either by charity or in workhouse, *Jones* 1079-1081—In out-of-work cases are offered workhouse, and families if of good repute relieved by charity or out-door relief ; if wife bad, she and family taken into workhouse, *ib.* 1082-1084—Practice questioned, *Davies* 1284—System advocated, *Davies* 1326-1328—Advocated under certain conditions, *Acworth* 5237, 5238—Are subject to workhouse test of stone breaking, &c., *Jones* 1203, 1204 ; *Rep.* v.

Those temporarily relieved with out-door relief are set to work at workhouse in Burnley, *Horn* 3367—

Alliance between town and country unions for treatment of, suggested, *Kitto* 3583-3588—Suggestion that urban unions should contract for able-bodied Londoners, and set them to work on an agricultural farm, *Kitto* 3593-3595—That labour-house with all kinds of labour should be established for them in country, *Kitto* 3595. 3599, 3600. 3620-3623.

When unemployed were given out-relief, previous to 1870, in Whitechapel, *Vallance* 4448—Are put to variety of test labour in workhouse in St. George's, Hanover-square, *Hardcastle* 4853-4856 ; *Rep.* v.—Relief of, among Jews, *Alexander* 4947-4958. 5008, 5009.—No money should be given them except in payment for work done, *App.* 696—In Wandsworth, relieved in workhouse or outside in return for work done., *Acworth* 5236—Head of family when sick and respectable is given out-relief in City of London Union, *Hadden* 5336—When unemployed, and not sick, sent to labour yard, *Hadden* 5337 ;—or workhouse, *ib.* 5339.

Ackroyd, Mr. Formerly member for Preston ; employs children of ten and upwards at his works at Nelson as half-timers, *Horn* 3398.

Acts of Parliament :

4 & 5 Will. IV., c. 76. See Poor Law Amendment Act, 1834.

25 & 26 Vict. c. 43. See Education of Pauper Children Act, 1862.

29 & 30 Vict. c. 118. See Industrial Schools Act, 1866.

30 & 31 Vict. c. 6. See Metropolitan Poor Act, 1867 ; also Hardy's Act.

30 & 31 Vict. c. 106. See Poor Law Amendment Act, 1867.

Acts of Parliament—continued.

- 31 & 32 Vict. c. 122. See Poor Law Amendment Act, 1868.
 32 & 33 Vict. c. 63. See Metropolitan Poor Amendment Act, 1869.
 33 & 34 Vict. c. 18. See Metropolitan Poor Amendment Act, 1870 ; also Goschen's Act.
 34 & 35 Vict. c. 108. See Pauper Inmates Discharge and Regulation Act, 1871.
 39 & 40 Vict. c. 61. See Divided Parishes and Poor Law Amendment Act, 1876.
 41 & 42 Vict. c. 16. See Factories and Workshops Act, 1878.
 45 & 46 Vict. c. 36. See Casual Poor Act, 1882 ; also Pell's Act.
 46 & 47 Vict. c. 36. See City of London Parochial Charities Act, 1883.

ACWORTH, MR. WILLIAM MITCHELL. (Analysis of his Evidence):

Has been three years guardian of Wandsworth and Clapham Union ; agrees that total pauperism in his union per thousand is below average of London ; accounts for out-door relief being greater than in-door by lax administration of former, and gives statistics for last three years based on population of 1881 ; 5126-5128 ;—population is increasing, 5130 ;—describes extent of his district, 5131 ;—is an elected guardian for parish of Streatham, 5219. 5220.

Out-door Relief :

States it is a question for doctors whether out-door relief should be given to sick able-bodied men ; is never given without a task of work, 5132-5136.

As regards widows with children, out-door relief now given ; formerly widows kept one child and others sent to the schools, 5137—Change brought about partly by the "personnel," partly by public opinion favouring out-door relief ; some guardians favour practical abolishing of workhouse, and a few the abolishing of out-door relief, 5138-5142—Should be restricted, 5172-5174 ;—majority of guardians favour it, 5239-5243 ;—does not increase pauperism, 5244-5249 ;—sees little advantage in giving it in kind instead of money, 5316-5318 ;—gives standard of out-relief, 5263.

Opinion that out-door relief tends to injure their own interests does not exist in his union ; that poor-rate is 2 s. 2 d., and 6,000 l. spent on out-door relief ; that fever outbreaks would make more difference in rates, than whole cost of out-door relief, 5276. 5319, 5320 ;—so small that it is hardly noticed by ratepayers ; does not believe amount of out-door relief given in his union is greater than that given in other parts, 5284 ;—if amount spent was represented in the rate, it would have no effect on public opinion, 5285.

Unemployed Relief Work :

Describes action of his board in 1886 in dealing with unemployed ; that with the consent of Local Government Board they employed 250 men to do their own work instead of doing it by contract ; that the result was a loss of 29 l. ; this represented to be a success, 5151-5153 ;—not really so, because work done not necessary at the time, and had to be done over again nine months after 5154 ;—rate of wages less than market rate, 5155-5157 ;—had work not been done over again result would have been to deprive labourers in district of employment, 5158, 5159 ;—work was necessary at the time, 5160 ;—effect of experiment was that many expected work to be found for them the following winter, 5161—Labour yard opened to relieve pressure thus formed, 5162 ;—experiment prejudicial, 5163—Orders given to relieving officers to exercise discretion in selecting people for work, but practically many of them were either paupers before or have become so since, 5164 ;—that many described themselves as labourers, but really belonged to various trades, (*vide* App. K.), 5165-5166—Labour on relief works was unskilled, was not pauper work, and was paid for in money, some of which was not spent on food, 5277-5279.

States men earn good wages in summer, bricklayers' labourers, 6 d. per hour, and work 52½ hours a week ; that those employed in winter might have saved out of summer wage ; giving work in winter tends to lower summer wage, 5167-5170.

Charity Organisation Society co-operates very little with his board, 5175, 5176.

Casual Wards :

States there is a casual ward on the cellular principle ; formerly it was on the associated principle, which works well, 5177-5180—Objects to principle of casual wards ; favours their abolition and the suggestion that all paupers should be treated alike, but thinks

Report, 1888—*continued*.*ACWORTH, MR. WILLIAM MITCHELL.* (Analysis of his Evidence)—*continued*.

thinks this might lead to indiscriminate charity, 5181-5182—To work well, laws against begging should be strictly enforced, and charitable refuges in some way restrained, 5183.

Refuges :

States in one year Banner-street Refuge contains half as many of casual class as all casual wards in London, 5183, 5184 ;—that refuges encourage mendicancy unless properly controlled, 5185—Fears abolition of casual wards would lead to establishment of wards under no proper control, 5186 ;—favours well-managed refuges, 5187-5189.

Pauper Children :

States pauper children legally eligible are boarded out ; is satisfied with the result ; that 500 children, not orphans or deserted, sent to district school at Anerley, 5190-5194—Agrees that there are evils attending schools containing large numbers, but that they are exaggerated ; could be obviated by more visitation, 5195.

Infirmary and Clubs :

States there is an infirmary of 700 beds separate from the workhouse ; that it is much resorted to, and gives reasons for this, 5196, 5197 — That several medical clubs exist, 5198, 5199 ;—also benefit clubs, 5200.

Ins and Outs :

Has not much experience of “ins and outs” in his union ; favours greater power of detention being given to guardians, but doubts if public opinion would allow them to be used, 5201-5203.

Emigration only resorted to for children, 5204.

Relief Works :

Apart from relief works instituted by guardians in 1886 for the unemployed and labour yard, states a charitable undertaking of gravel-digging was instituted on small scale in 1887 ; 5205-5208—Describes this, and shows difficulty arising out of men so relieved getting also work in labour yard, 5209—Gives wages earned in Wandsworth Labour Yard (*see also App.* 697, 698), 5210-5212.

Guardians :

Is favourable to triennial elections of guardians, but would prefer system by which administrators of relief should be nominated like school board committees, 5213—Explains that investigation of cases for relief should be handed over to committees instead of being done as at present by whole board who take only a minute over each individual case ; that this could be done by co-option ; district divided into wards, each ward being presided over by a guardian having a committee under him, with an appeal to the board, 5214, 5215—That such committees would deal on principles laid down by the board, 5216—Mentions impossibility of getting voluntary workers, 5217 ;—instead of three committees to deal, as at present, with 200 cases, suggests there should be twenty, 5218.

Describes how guardians are elected in his parish of Streatham, that the elections do not turn on politics ; candidates chosen by Ratepayers Association who secure votes of electors for their own nominees ; in Battersea elections more political, 5219 ;—that there are twenty *ex-officio* guardians in his union who seldom attend, 5221-5222 ;—that there are twenty-six in all, 5223—Describes how parish of Battersea, with a population of 150,000, is divided into four wards for Poor Law purposes, with eleven or twelve elected guardians, 5224-5229 ;—doubts whether an increase in number of guardians would mitigate evils attending administration of relief ; these best remedied by division of the existing twenty-six into eight committees, 5230-5234.

Describes result of getting foreman of building works to employ sixty or seventy selected men, 5235 ; *App.* 700, 701.

ACWORTH, MR. WILLIAM MITCHELL. (Analysis of his Evidence)—*continued*.

Able-bodied :

Given a board of guardians with a consistent policy, is in favour of an able-bodied head of the family being taken into the house, but let out to search for work at stated intervals, family being relieved in meantime outside, 5237, 5238.

Labour Yard :

States labour yard has been existing two years ; about 150 employed in it each winter, 5143-5145 ;—considers it does immense harm and pauperises people, 5146-5149. 5171—8 or 9 years ago it was abolished and re-established on account of pressure from outside, 5150, 5151.

Referring to want of uniformity of administration, admits fact averred by Mr. Peek that payment at rate of 5 s. 6 d. a week is given in labour yard at Battersea, and only 2 s. 4 d. at Rotherhithe, for a single man, both being fixed under same regulations, 5210. 5250. 5252. 5255. 5327-5329—Hands in Paper compiled from the result of private inquiry and information given by other boards, giving statistics of different labour yards, 5251; *App.* 697, 698—Thinks matter of relief given in labour yards to be a metropolitan question, and should be settled by the metropolitan board, 5252,—or that guardians should be made to agree on subject by pressure from the Local Government Board, 5256—Desires the labour yards and casual wards to be handed over to the Metropolitan Asylums Board, 5257.

Complains that stonebreaking is a great hardship ; that stone-yard scale is out of proportion to out-relief scale ; and give examples, 5258, 5259. 5263—Does not blame his board for acting thus, as all who give out-relief would be likewise ; impossible to give adequate out-relief, 5260.

Explains that labour-yard acts as a deterrent, it being viewed as a disgrace, and only open in winter ; no such deterrent acts in receiving out-door relief, 5261.

Character of District, &c. :

Battersea only, divided into wards, and is practically filled with working classes, 5264, 5265—Streatham, Clapham, Putney, and Tooting represents the better class, 5266—Admits a tendency to antagonism on the Board between representatives of the two classes, those from Battersea favouring a lax view of relief, 5267-5269—Some former representatives distinctly favoured the opposite, which possibly lost them their seats, 5270-5272—States most pauperism exists in Wandsworth, though Battersea is poorest district, 5273 ;—that there is no dock or casual labour in the latter ; it is mostly railway labour, 5274, 5275 ;—that many are employed north of river, and sleep in Battersea, 5281, 5282.

States Social Democrats were active in union last year, and effected election of guardians, 5286, 5287. 5324-5326.

Boarding out :

Approves system of boarding out, and states he is chairman of a committee to investigate each case ; not legally entitled to send a visitor, 5288, 5289 ;—that they receive reports from committees of parish in which children are boarded out once a quarter, 5290, 5291 ;—has had no bad cases of mismanagement brought to his notice, 5293 ;—went down to inspect, with a few others, boarded-out cases near Woburn ; found one of the children no better dressed than ordinary village children, 5294-5297. 5309 ;—otherwise admirably cared for, 5310 ;—discusses question as to whether they ought to be ; concludes it is unavoidable that they should be, owing to pressure brought to bear on guardians by newspapers ; instances of case where St. Pancras guardians were accused of neglect, 5298-5300 ;—that fear of criticism, if children not better dressed, arises from opinion outside that they ought to be, considering as much as 10 s. a quarter is allowed for clothing, which is more than an agricultural labourer could afford, 5301, 5302 ;—that no respectable family would take a child for less than 4 s. or 5 s. a week, for which sum a child ought to be better cared for, 5303, 5304 ;—admits some of this sum goes as remuneration, but that the child is considered as one of the family, and a pride taken in its appearance, 5305 ;—admits there is a risk of creating discontent by treating boarded-out children better than those of respectable labourers, but this can be minimised 5306 ;—agrees, on principle, no more should be spent, but thinks the contrary unavoidable, 5307 ;—this no real objection to boarding out, 5308 ;—has heard of no case

Report, 1888—*continued.*

ACWORTH, MR. WILLIAM MITCHELL. (Analysis of his Evidence)—*continued.*

case of jealousy arising in consequence, 5311, 5314, 5315;—good appearance of boarded-out children arises as much from interest taken by foster parent as from that taken by boarding-out committee, 5312, 5313.

“*Admission and Discharge Act.*” Gives power of detention in workhouse for three days, *Davy* 993, 994.

Aged and Infirm. See *Pauper and Poor.*

In City of London Union when earning insufficient wage are given out-relief, *Hadden* 5340, 5341.

When earning nothing are taken with family into workhouse, *ib.* 5342.

Agricultural Labourers. See also *Immigration.*—No existing tendency towards migration of to large towns, *Henley* 502;—influx not on a large scale, *Davy* 1013, 1016;—in 1879 there was depletion of to towns who displaced weaker ones there; ranks of unemployed not swelled by them; no more of them in vagrant wards now than formerly, *Henley* 503;—the contrary in Whitechapel, *Vallance* 4648-4655;—agricultural cottages seldom vacant, *Henley* 563, 564.

Displace townsmen, *Davy* 1017, 1018; *Kitto* 3535-3537, 3555, 3556;—distress in London caused by influx of, *Compton* 3847, 3848;—contrary opinion, *Mearns* 4398.

Immigration of to Whitechapel Union, *Billing* 2504, 2519;—not many in Whitechapel Workhouse, *Vallance* 4549—Decrease of in London since 1886; *Mearns* 4398, 4399.

Influx of to London during existence of special relief funds, *Vallance* 4549;—during summer months frequent casual wards, *ib.* 4651-4655;—difficulty in getting them back or emigrating them, *ib.* 4657;—no unusual number of in St. George's, Hanover Square, Union, *Hardcastle* 4828.

Agricultural Training Home. See also *Pauper Farms.*—Reverend S. A. Barnett's scheme of, *Crowder* 1837; *Compton* 3782, 3783; *Vallance* 4645, 4646.

Alexander, Miss. Takes care of emigrated children on terms agreed on with Guardians of Whitechapel Union, *Billing* 2442.

ALEXANDER, MR. LIONEL LINDO. (Analysis of his Evidence):

Is Honorary Secretary to Jewish Board of Guardians extending over whole of Metropolis, 4939, 4940.

Out-door Relief:

States his board have no workhouse, and no infirmary; relief given is practically confined to out-door, 4941-4943;—sick either helped in their own houses or sent to hospitals or other charitable institutions, 4944, 4945;—each case for relief investigated; act on principle of helping cases to help themselves; describes medical relief, 4969.

Able-bodied. An able-bodied industrious man temporarily unemployed after investigation would be given a small sum to tide him over, if likely soon to get employment; if not, attempt would be made to find him employment, or money given to set him up in business, 4946-4948; (2) if of indifferent character, and had an industrious wife and children, relief would be given to the wife; if man had no wife he would be abandoned to operation of ordinary law after every effort had been exhausted to reclaim him; few cases go to workhouse, 4949-4956, 5008, 5009; (3) a respectable able-bodied man out of work through sickness would be given temporary relief, renewable if necessary at end of a fortnight; if he had family and wife earning nothing he would receive 10 s. a week, 4957, 4958.

Aged and Infirm. (3.) Aged and infirm with some small means from friends or otherwise receive permanent help during good behaviour of from 2 s. 6 d. to 10 s. a week; if without any means and are respectable, receive a little more, but endeavours made to get them into a home, or to obtain relief from Jewish Pension Societies; if of bad character no relief given, 4959-4961.

Report, 1888—*continued*.*ALEXANDER, MR. LIONEL LINDO.* (Analysis of his Evidence)—*continued*.*Widows:*

States practically widows are required to support two children, but that there is difficulty in dealing with the other children; they can't be sent to district schools because of dietary, and their religious persuasion; that they are sent by election to Jewish Orphan Asylum; that there are not enough to necessitate establishment of special district school; that there is no special provision for pauper deserted children; it would lower and contaminate Orphan Asylum to send them there under Pauper Removal Act; thinks it would be advantageous if such children could be specially passed into district schools, 4962-4965.

Cottage Home:

Thinks establishment of a cottage home for pauper and deserted children would tend to increase desertion; that vicious parents frequently desert their children now, 4966—Objects to power being given by law to guardians to take away children from custody of vicious parents as tending to breed vice in the parents, 4967, 4968.

Relief:

Produces an epitome of relief given last year; 11,600 applicants for relief; 3,415 relieved exclusive of the industrial and loan departments; permanent allowance given to 176 families costing over 1,700 *l.*; there is an industrial department for lending implements and apprenticing, 4970-4973; *App.* 691;—numbers relieved slightly less than in 1886; tendency during last seven years has been to increase, 4974, 4975; poverty has increased owing to slackness of trade, 4976;—there is no labour-yard; there is a work-room where girls trained to useful employments and in ordinary relief given to poor families, 4977-4979;—money also advanced on loan for purposes of trade, but no interest charged; paid back in weekly instalments of 6 *d.* in the pound, 4980;—3,000 *l.* given on loan last year, 4991.

Reviewing whole system of relief, agrees it is a combination of ordinary Poor Law with extensive charity, 4992; does not think system tends to increase pauperism; infers the contrary, 4993;—admits that where out-door relief is easily obtainable it tends to discourage thrift, but that theory does not affect them, 4994;—is averse to “doles”; his board give ample succour, 4995;—are not burdened with undeserving cases arising from belief among the Jews that they will naturally get relief in case of real distress; natural inclination of poor Jews is to work; idle and thriftless, if in distress, would get smallest possible amount of relief in order to drive him into workhouse, 4996, 4997.

His board keep full register of all poor in metropolis, and all that are in want are known, 4998.

Emigration:

Five-hundred and forty-six families assisted to emigrate at a cost of over 1,300 *l.*, of whom some desired to join friends, or had prospects; others were hopeless cases; each emigrant is given a paper to fill up whereby information is afforded as to what becomes of them; few papers ever returned; emigrants go mostly to Canada, and United States; a few to Australia and Cape, 4981-4983.

Immigration:

States there is a good deal of immigration to deal with which increased in 1886; decreased in 1887; 4984, 4985, 4988, 4989;—that every effort is being made to check it, 4987; that Mansion House Fund attracted poor, but that proportion allotted his Board for distribution was entirely spent for purposes of trade; buying goods and implements, 4986; that greater portion of Jewish poor reside in East End of London.

Desertion:

Describes how much is done by his board to find out parents of deserted children; they re-unite scores of families every year, and often follow up parents to United States; instances a case where it has taken two years to find out parents; suggests that a department should be formed in each parish for seeking out parents of deserted children, 4999.

Vagrants:

Report, 1888—continued.

ALEXANDER, MR. LIONEL LINDO. (Analysis of his Evidence)—continued.

Vagrants:

States vagrants applying for a night's lodging are sent to casual wards, 5000, 5001,—knows Leman-street Shelter; does not consider it takes the place of Gentile casual wards; new comers more received there than applicants for a night's lodging, 5002-5004.

States there are very few Jews in London relieved at expense of rates, excepting medically, 5007—That his board is in absolute accord with parish board of guardians; that Jews mostly apply for relief first to his board, it being well known throughout the metropolis; that if his board did not exist all his poor would go to the parish, 5010-5012.

Alms-houses. Should be substituted for workhouse for aged poor, *Mills* 2327. 2341-2343. 2347.

Allan Steamship Company. Specially contracted to take emigrating destitute poor, *Pell* 1580.

ALLEN, MR. JAMES HENRY. (Analysis of his Evidence):

Is and has been for six years *ex-officio* guardian of St. Pancras, and Chairman of Out-Relief and Casual Wards Committee of that Union, 3082, 3083.

Out-door Relief:

Object in St. Pancras is to get rid of out-door relief; is given to persons over sixty under conditions; labour yard given to able-bodied men under conditions; children of widows taken to schools, 3084.

Labour Yard:

Is in favour of a well-managed labour yard as a temporary expedient under certain conditions;—better class of workman never applies for relief; lower class, such as painters, bricklayers, labourers, &c. have often been hard pushed, owing to slackness of work; some are improvident and idle and should only have the house, but there are also a great many who are honest and respectable, for whom a well-managed labour yard is useful; there is, below this, a class who should only have house offered them, 3085-3088.

Thinks there are a great many deserving poor to whom it would be a hardship to have only house offered them; labour yard for two or three weeks is sufficient in St. Pancras, 3089-3092.

Does not consider a man who has worked all summer and then comes to labour yard a deserving case; a deserving case would be a man thrown out of work through no fault of his own, *e.g.*, by failure of his employer; such special cases would be a small proportion of the men employed in labour yard, 3093. 3095.

Some of those who come to labour yard might have laid by something to support them during depression, but work of late years has been so slack that there must be many who could not do so; labour yards, perhaps, do discourage saving among a certain class, but it is a temporary expedient which in St. Pancras cannot be dispensed with, 3096-3100.

It would no doubt be better if Poor Law were administered strictly all over London, and house offered to all; but labour yard has, as a temporary expedient, worked well in St. Pancras, 3101, 3102.

Average number of people in labour yard 45 or 50 a day; this number represents all who would require help in workhouse, but extra accommodation in workhouse would not enable yard to be stopped, 3103-3106.

Has never observed abuses in labour yard; relieving officer makes too strict investigation, 3107.

If labour yard were abolished private charity would be stimulated, 3100;—has heard of abuses in other labour yards; thinks relieving officer must be to blame if men who have been at work all night on river go into labour yard; strict supervision in St. Pancras prevents such abuses, 3117-3123.

Charities:

There are no charitable organisations in St. Pancras working with guardians, 3109.

ALLEN, MR. JAMES HENRY. (Analysis of his Evidence)—*continued*.

Administration and Out-door Relief:

Administration in St. Pancras has of late years been strict, and can be made stricter with advantage both to poor themselves and to ratepayers; strict administration has diminished out-door pauperism and gives statistics in proof; by degrees out-door relief will be abolished, 3110-3114—Strict inquiries always made by relieving officers and reports made to out-door committee; often looks into cases himself, 3115, 3116.

Casual Ward:

Is chairman of Casual Ward Committee. Casual ward in St. Pancras has accommodation for 35 males, and 35 females; male side always full, female never; open room system adopted; casuals admitted from 4 to 8 p.m.; strangers must stay a clear day, and break 7 cwt. stones, or pick 4 lbs. oakum; if they have been in a metropolitan casual ward within the month, must stay three clear days; most of persons admitted are old hands, mostly single; in 1876 numbers admitted, 13,333; in 1882, after passing of Detention Act, 3,723; in 1888 rose to 4,820; increase partly due to want of employment in country, partly to idea that there is always something to be got in London; very few cases which it is possible to assist, 3129-3130.

Cellular preferred to open room system, 3131.

Casual wards should be abolished, inmates being taken into workhouse as ordinary paupers; difficulty lies in want of room; workhouses would have to be enlarged, 3132, 3133.

Ins and Outs:

Ins and outs are the most troublesome class; thinks increased powers of detention should be given; a week's notice should be tried first, 2987 *seq.*; 3134-3137.

Agricultural Labourers:

Has had no agricultural labourers applying for relief in last two or three years, 3138.

Many have come into London, and displace London labour; they are taken on for rough work because of their superior physical strength, 3139-3144.

Mansion House Committee and Public Gardens Association:

Is Chairman of Mansion House Council and of Reference Committee which is reporting on Public Gardens Association, Lord Meath's scheme, 3145.

Four hundred and fifty-six men asked for work and were personally examined; 62 did not come to work; 134 were dismissed for misconduct, &c.; 164 could not be raised from their present condition; 17 left the works of their own accord; 53 were helped by joining trade societies, by migration and other ways; 26 were emigrated, 3146—Occupations of the men were of all kinds, mostly those liable from nature of their employment to be out of work in winter, 3147—General effect of employment was bad, because men will expect employment again the following winter; employing 300 or 400 unemployed out of a total of 20,000 will not do much to relieve distress, 3148-3149. 3151.

Poor Law and Charity:

Remark of Mr. Peek that "Poor Law is a failure" is wrong; administration in St. Pancras is praised even by Socialists; Poor Law is not to blame, but rather idiotic way in which charitable organisations and individuals throw away their money on unworthy objects, 3152—Co-operation between Poor Law and charitable organisation is an absolute necessity; local authorities alone can deal with local distress, 3152—Knows work of clergy well as Secretary of Metropolitan Visiting and Relief Association; they cannot relieve all poor in their districts; their relief should be confined to sick and aged, 3152—Very difficult to know how to bring guardians and charitable societies together; in St. Pancras they work with Charity Organisation Society, 3153.

Any such co-operation must be by voluntary arrangement; interposition by law is impossible; guardians, after investigation, if they found a case was not for them, could refer it to a charitable organisations, or *vice versa*; guardians in each union should co-operate with local charitable council, 3154-3157.

Boarding out:

Approves of boarding out children; system has worked admirably; amount paid for maintenance is sufficient; cannot be extended owing to restrictions; out of 500 or 600 children in school at Leavesden, only 50 or 60 can be boarded out, 3158. 3163.

Report, 1888—continued.

ALLEN, MR. JAMES HENRY. (Analysis of his Evidence)—continued.

Sisters of Mercy at Kilburn :

Has heard of charitable institution at Kilburn kept by Sisters of Mercy ; knows free meals are given there, 3164-3166.

Infirmary :

Sick paupers have an order for infirmary given ; parish infirmaries a great blessing to London, 3167.

Aged and Infirm :

Out-door relief is given to old people over sixty of good character, whose relations are helping, and who can earn a little for themselves ; it is taken from them when they are past work and have no friends to help them ; it is contemplated to do away with out-door relief even in these cases, 3168-3169.

Should expect deserving cases to get charitable assistance, 3170.

Widows :

A widow with children has offer made of having as many as guardians think necessary sent to parish schools ; two thought enough for a widow to keep ; out-door relief inadequate to enable her to maintain them ; children cannot be properly looked after at home, while at the schools they are fed, clothed, educated, and taught a trade ; situations are found both for boys and girls ; out of 123 boys and fifty-six girls under supervision last year 111 boys and forty-three girls were reported satisfactory, four boys and six girls not satisfactory, eight boys and seven girls very bad, 3171-3172.

Widows are glad to let their children go, even if they object at first, 3173 ;—no complaints made as to harshness of system, 3174.

Guardians, Election of, &c. :

Thinks board should be elected triennially as in School Board ; present system does not give guardians time to learn their work, 3175-3177—Must depend largely on relieving officer, 3124-3128.

America. Charitable societies of in co-operation with Charity Organisation Society, *Loch* 4082—Jewish families emigrated to, *Alexander* 4983.

Anerley. Pauper school at, *Owen* 50.

Five-hundred children from Wandsworth Union sent there, *Acworth* 5193-5194 ;—a few children sent there from Kensington Union, *Brandreth* 5600.

Antwerp. Dock labourers at, are a trade society, *Davy* 903, 904.

Apprenticing. Law concerning unsatisfactory ;—system advocated, *Hadden* 5372-5390.

Artizans' and Labourers' Dwellings Act. Has caused some but no material change in conditions of Whitechapel district, *Vallance* 4659.

Ashford District School. *Owen* 50 ; *Sherrard* 2827 ; *Hardcastle* 4829 ; *Charles* 5832—Enormous cost of, *Sherrard* 2850, 2851—Saving to Paddington Union by boarding out their children instead of sending them to, *Hall* 3988—Thirty children in, whose parents are able-bodied in workhouse, *Charles* 5843—Improvement in sewing there, *ib.* 5845—Case illustrating uselessness, as servants, of girls from, *ib.* 5846.

Association for Advancement of Boarding-out, *Hall* 3939, 3940. 3998.

Association for Befriending Young Servants. See *Metropolitan*.

Aston. Population of, increasing, *Henley* 329—Cost per annum per head of children in workhouse of, *Hall* 4059.

Asylums. Suggestion that guardians should more fully employ their powers of sending paupers and subscribing to them, *Loch* 4102-4105.

Atherstone. Sixteen Epsom children boarded-out to, with excellent results, *Horsley* 5801.

Atlas. Hospital ship of Metropolitan Asylums Board for fever-stricken poor, *Owen* 39.

Australia. Result of adoption of boarding-out system in, and which is gradually ousting industrial schools, has been a saving to New South Wales of 25 per cent., and of 36,000 l. to South Australia, *Hall* 3990—Workhouse institutions abolished in, *Horsley* 5746—Victoria claims to have saved 20,000 l. by doing so, *ib.* 5755—Jewish children emigrated to, *Alexander* 4983.

Australians sacrificed cost of large buildings by adopting boarding-out system, *Hasley* 5817.

Ayckbourne, Miss. Supervises Kilburn Mission, *Loch* 4208.

B.

Babies. Suggestion that they should be boarded out, *Hall* 4009-4015.

Baby-Farming. Idea of boards of guardians, arising from ignorance, that the boarding-out system resembles baby-farming, *Hall* 4033—Suggestion that the Local Government Board should allow babies under two to be boarded out, which would not result in baby-farming, *ib.* 4014.

Balfour of Burley, Lord. Hands in a Return referred to by Sir Hugh Owen (Q. 26) which is a comparative statement of the pauperism of the metropolis from 1857-1888, giving (1) estimated population; (2) gross number of paupers relieved on last day of last week of January in each year; (3) number of paupers per 1,000 of population. Hands in also returns of metropolitan pauperism to the second week of June 1888, which shows that there was an increase at the commencement of the year over that of 1885 of 15,000, but which has, up to date, decreased to 7,000, and an increase for the second week of June this year over that of same week in 1885 of 2,176, and taking the thirty unions, shows an actual decrease in twelve, and an increase in eighteen; infers from these returns that there is no apprehension of a continuous alarming increase of pauperism as shadowed forth by Lord Compton (Q. 3731 *et seq.*), 4443-4445; App. G. 690.

BALL, MR. FRANCIS C. (Analysis of his Evidence):

Is chairman of Wandsworth Board of Guardians, 5975.

Out-door Relief:

Majority of his board in favour of considerable amount of out-door relief, 5976, 6027;—give out-door relief in preference to in-door in dealing with respectable people, 5977. 5978. 5983. 5990;—restriction of out-door relief and strict in-door would not reduce pauperism in his district as it has in Whitechapel, 5981;—out door relief therefore more necessary. Charity Organisation Committee does not exist in Clapham, Streatham, Tooting, and Putney, only in Battersea, 5983.

States many get more relief than they ought, 5984;—that some are assisted out of rates to pay rent, 5986;—that those guardians on board who are landlords of small houses are in favour of out-door relief, 5984. 6024;—believes out-relief does not tend to lower wages, 5987.

Practice of board is to supplement earnings of old and infirm with a small dole, 5988;—this does not compete with wage-earners, except perhaps in a few cases, but has no effect in reducing wages of mass generally, 5989-5990—States very few now in receipt of relief who would give it up rather than enter workhouse, 5991;—contradicts this, 5994;—states it often happens offer of workhouse refused by disreputable, 5992, 5993—Admits that, individually, system of out-relief may pauperise, 5995—Some on board agree to it from pressure, 6024-6026.

Widows and Children:

If widow with children applies for relief, inquiry first made as to her relations; then if she has three children, and home undesirable, two sent to district school, otherwise 1 s. 6 d. a head given as out-relief, 5996, 6020, 6022.

Labour Yard:

Spent 700 l. on labour yard last half-year, but states not one man in ten were honest labourers; test of work was breaking eight cwt. stones per day, and only three cwt. ever done, 5977;—thinks it did some harm, but more good; kept many from starving who, having large families, could not have been sent to the house, 5998-6002;—offer of workhouse resulted in many refusing stone-yard, 6005;—does not think those employed would have accepted offer of house, 6009;—states his own opinion that nearly half of those employed ought not to have been; only benefit from stone-yard was relieving few at expense of rates, 6006, 6007.

Will not admit this created much pauperism in union, 6008;—agrees that those employed in labour-yard who refuse offer of house become temporary paupers, 6010-6012.

Guardians too easy in giving such relief to some who ought not to have had it, 6013;—this unavoidable when guardians have not time to investigate each case, 6014.

If labour-yard closed, out-relief must be given to able-bodied, 6015, 6016;—there is sufficient room in workhouse supposing all to be forced into it, 6017-6019.

Prefers relief works in times of distress, to stone-yard; instances hardship of latter to a watchmaker, a picture frame maker, and carver, in spoiling their hands by breaking stones, 6038, 6039. 6042—Oakum-picking open to same objection as stone-breaking, and cocoanut-fibre substituted in his district except for casuals, 6043.

Suggests

BALL, MR. FRANCIS C. (Analysis of his Evidence)—*continued*.

Labour Yard—*continued*.

Suggests guardians should be empowered to give more latitude of employment; that land should be available to offer husbandry, 6040-6042;—this not so bad for artizan's hands, 6044, 6045.

Whitechapel Order :

Does not approve of Whitechapel Order system; objects to several rules, and endeavours to treat each case in stone-yard and elsewhere on individual merit, 6003, 6004.

Deserving Poor :

Distinction attempted to be drawn between poor "through no fault of their own," and those not thoroughly respectable; creates difficulty for relieving officer, 6023.

Charity :

Very little done in Clapham, Wandsworth, Putney, and Streatham by Charity Organisation Society, 6028;—in Clapham there is abundant private charity, but completely disorganized; a strong committee would relieve the rates in that district, 6029, 6030.—There is more out-relief given in Battersea notwithstanding charity properly organized there, owing to large number of poor, 6031, 6032;—more organized system of charity would lessen out-relief in Clapham, but not in other parts of his district, 6033.—Cannot compare with East London in this respect; would affect a large proportion of district, 6034, 6035.

As treasurer of Parish District Visitor's Fund finds many getting relief both from guardians and from that fund, and states charity and poor law ought to supplement each other, and not compete, 6036, 6037.

Guardians :

In view of Mr. Aeworth's statement (5214) of each case for relief taking only a minute to investigate, which he somewhat disputes, agrees union might be divided up into two or three, 6047.—At present, area so large, that necessary to divide board into three relief committees, 6048.—Complains of slack attendance of guardians at relief committees;—admits, however, union to be too large, with present population of 250,000 at least, 6049-6050.

Banner-street Refuge. Admit men free for five or six nights; are then discharged and come upon the rates, *Hedley* 646.—Is practically a charitable vagrant ward, *ib.* 781-785.—Large number of casual class in, *Acworth* 5183, 5184.

Banstead. Pauper school at, *Owen* 50; *Twining* 3078.—Children there come from Chelsea and Kensington, *Brandreth* 5624, 5625.—Cottage home of Kensington union at, *Hale* 3963.—Barrack system not pursued there, *Brandreth* 5534.—Boarding-out at Kensington discontinued on establishment of district school at, *ib.* 5600.—Cost of child at is 30 *l.* per annum, *ib.* 5626.—Established as an amelioration of workhouse school system, *Horsley* 5796.

Barnardo, Dr. Sale of chopped wood from his homes not open to same objection as that from workhouses, *Jones* 1207-1209.—His success in emigrating children to Canada, *Sherrard* 2868-2869, 2969.

Barnett, Reverend S. A. Scheme of, for training poor to agricultural pursuits impracticable, *Crowder* 1837.—Scheme discussed by Whitechapel guardians, *Compton* 3782, 3783.—Principle of approved, in so far as it contemplates getting immigrants to London back to country, *Vallance* 4645, 4646.

Battersea. Population of increasing; use the infirmary and belong largely to benefit clubs, *Acworth* 5197-5200.—Poor of Wandsworth union chiefly reside in Battersea; this does not swell number of paupers, *ib.* 5322, 5323.—Poorest part of is Wandsworth district, *ib.* 5273.—Politics enter into elections of guardians, *ib.* 5219, 5265.—Population 150,000; old parish divided into four wards, who return eleven or twelve poor law guardians, *ib.* 5225-5229, 5264.

Scale of wage in labour yard at, is a maximum of 12 *s.* 6 *d.* for a man with wife and six children per week, 11 *s.* for a man with wife and three children, 5 *s.* 6 *d.* for a single man, *ib.* 5210, 5250, 5252-5255, 5285, *App.* 697; *Peck* 2804, 2805.

Railway employment exists there; no dock or casual labourers, *Acworth* 5274, 5275.

Battersea—continued.

Success of provident dispensary in, *Hill* 1672—Rate of out-door relief given in, *Peck* 2623 2625. 2751, 2802, &c.—Charity Organisation Society works well there, but owing to existing poverty does not diminish out-door relief, *Ball* 6031-6033—Co-operation of School Board visitors and Charity Organisation Society in, *Valpy* 4742.

Beachcroft, Mr. His action in finding employment for unemployed in distress, *Sherrard* 2960. 2963. 2967. 2972.

Bedfordshire. Children boarded-out in from Wandsworth union, *Acworth* 5191-5292—Some of them no better dressed than ordinary village children, *ib.* 5296—Question discussed whether they ought to be, 5298-5308.

Beggars (see also Mendicancy). When a man has once taken to begging he can seldom be helped out of it, *Mearns* 4311—Trade on feeling abroad that Poor Law gives inadequate relief, *ib.* 4312—To prevent imposture recommendation that every applicant should be offered bread which he is to eat on the spot, *ib.* 4313—When confidence in Poor Law established, will receive nothing from public, *Vallance* 4563—Best dealt with by offering them the choice of a ticket for Charity Organisation Society or reference to relieving officer, either of which course would ensure proper investigation, *Vallance* 4631-4636—Should be more severely punished by stricter administration of existing law concerning, *Valpy* 4739—Professional beggar well off, never applies for parish relief; carries home and sells food collected during day, *Holland* 5097—Does not frequent casual wards, *ib.* 5098.

Beggar Colony. See *Veenhuisen*.

Benefit Clubs:

Their encouragement and extension strongly advocated by Local Government Board, *Owen* 119. 124—Conduct of guardians in giving relief to members, *ib.* 123—Membership by many used as a test for out-door relief, *ib.* 124—Relief given where receipts from a club are insufficient for support; but a member in a slightly better position than a non-member, *ib.* 126. 128.

Kind of universal benefit society suggested, to relieve the rates by which every poor person would be compelled to subscribe in proportion for each member of his family, to a common fund to be safeguarded by Poor Law, *Holland* 5064-5068—Applicants for relief, when members of, should be favourably considered; this done in country, *Henley* 509-512; *Davies* 1301, 1302.

Applicants for relief in Liverpool group seldom belong to them; are much used in large towns, *Henley* 498—Those with large families find difficulty in keeping up their payments to, especially in country, *ib.* 499, 500.

Very few exist in Kensington, *Brandreth* 5618;—do not exist to any extent in Burnley, *Horn* 3371—Fewer belong to them in London than in other large towns, *Lock* 4172, 4173, *Rep.* v—Non-existence of cause for distress, *Holland* 5026—Their extension advocated, *Lock* 4176;—payments to and by vary; very few so poor as to be unable to subscribe to sick club; many unable to join club for deferred annuities, *Henley* 533-536—People induced by infirmary system in Whitechapel to join them, *Vallance* 4455-4457;—exist there largely, *Holland* 5023, 5024—Exist in Wandsworth, *Acworth* 5200.

Increase of, within last twenty or thirty years, has ameliorated condition of poor; failure of, does not deter men from starting another, *Davies* 1300, 1304—Formation of should be encouraged by clergy, &c., *ib.* 1305—Many break up from bad management rather than from fraud, *ib.* 1329-1339—Working-men think it their duty to belong to a club, *ib.* 1300;—system of should be extended to meet temporary destitution, *Rep.* v.

Slate Clubs. Described;—their good effects in promoting thrift and providence, *ib.* 1300, 1350 1353—Advantages of over other clubs, *ib.* 1354, 1355—Their success dependent on soundness of basis, *ib.* 1363-1365.

Berkshire system described;—system worked well and reduced number of tramps;—number has increased since it has been in abeyance, *Valpy* 4728-4734;—checked indiscriminate charity, *ib.* 4732, 4733, 4735, 4736, 4738—Possibility under system of imposition, *ib.* 4761—Depends for its success on confidence of public, *ib.* 4753.

Bethnal Green. Pauperism is less than in St. George's-in-the-East, although out-relief less in latter, *Lambert* 2604 2607.

Berlin. Suggestion for Amalgamation of all charities in, *Lock* 4109.

Report, 1888—continued.

BILLING, THE REVEREND PREBENDARY. (Analysis of his Evidence) :

Is Prebendary of St. Paul's, Rector of Spitalfields, and an elected Poor Law guardian; was formerly Vicar of Holy Trinity, Barnsbury, 2398-2401.

Poor Law; its Province :

Considers it the province of the Poor Law to relieve destitution, encourage providence, and uphold parents' responsibility.

Out-Door Relief :

Objects to any general system of out-door relief, 2402, 2403.

Want of Uniformity :

Considers the want of uniformity in the different unions to be one of the greatest hinderances to successful administration of the Poor Law, 2412 — Suggests that power should be given to the Local Government Board by statute to enforce uniformity, especially in the Metropolitan area, 2413 — Instances the want of it, by comparing the lavish granting of out-door relief in Poplar, with the extreme care in the granting of it in Whitechapel, 2514 — Advocates an immediate investigation by the Local Government Board where there are more recipients of out-door relief than inmates in a workhouse, and that they should, in those cases, override the guardians' authority and prevent it, 2515, 2516.

Unemployed :

States that distress last winter was about same as previous one; that there has been improvement in work, but no great difference in labour market, owing to immigration of foreigners, and immigration from country, 2404 — That there are many always unemployed in winter, who earn sufficient during other months to keep them all the year, *ib.*

Has been sitting on Lord Mayor's Committee to prevent those who have been temporarily employed by Public Gardens Association from being again unemployed next year; states that these men, if provident, would not have needed such relief work, 2405, 2406.

Attributes present distress to (1) foreign and provincial immigration, (2) improvidence, and (3) improvident marriages, 2407 — Approves of work being provided for unemployed such as that offered by Open Spaces Association, provided greatest care taken, and that it results in putting men selected, in a position to earn their livelihood afterwards, 2511 — Admits there is a danger of discouraging providence by such a system, but that might be prevented by careful selection, 2512, 2513.

Considers early marriages a great evil; that if they were prohibited it would not lead to increased population from immorality, but would tend to check it, 2463 — Denies there is a large number of illegitimate births in London, 2458-2461 — Acknowledges that early marriages are promoted by prevalent feeling among poor that a man must marry girl whom he has got in family-way, 2462-2464.

Poor Law and Charities :

States Poor Law is adequate to meet existing distress if connected with charities; favours any reform which would attain that object, 2408.

Describes systematic co-operation in Whitechapel; *e.g.*, action of the Tower Hamlets Pension Committee; Charity Organisation Society, and Society for Relief of Distress; that guardians' object is to depauperise any one who comes under Poor Law, and give him a chance of earning a living for himself; that they are most anxious to co-operate with outside agencies, 2409, 2410.

Charities dispensed in his union are derived from sources outside; there are very few wealthy people there; rates not much relieved by private charity; system by which the Poor Law only relieves destitution, the rest being left to outside charity, is effective in abolishing out-door relief, which, if given, should be given adequately, 2433-2436 — Improvidence among working classes is assisted by fact that charity and Poor Law save them from misfortune attending it, and concludes that were these to be abolished, they would be more provident, 2455-2457.

Labour Yard :

States labour yard has not been opened in Whitechapel for seventeen or eighteen years; it never attracted really deserving poor, 2411.

Report, 1888—*continued*.*BILLING, THE REVEREND PREBENDARY. (Analysis of his Evidence)—continued.**Workhouse :*

That in Whitechapel inmates of workhouse are classified as much as possible to prevent contamination, and that by authority from Local Government Board the guardians employ a male and female "mental instructor" to assist adults, male and female, by reading to them and endeavouring to discover what can be done to help them; that their action in this direction is much assisted by ladies, who find out about different cases; a record kept of these and referred to outside agencies for assistance, 2414, 2415.

To prevent evils arising from long period devoted to sleep in workhouse, recommends a system of separate cubicles in every workhouse, 2466—States silence is ordered in the dormitories, but owing to their size and smallness of staff it is difficult to enforce; its infringement is punishable by reduction in diet, but seldom resorted to; the cubicle, if sufficiently divided, would prevent conversation, 2465-2470—Objects to oakum-picking and casual ward altogether; in his union takes advantage of nearness of casual ward to infirmary by making casuals under proper supervision do infirmary house-work, and so reduce number of oakum-pickers, 2471, 2472.

District Schools :

States there are district schools in his union for pauper children, where they are trained for household purposes; especially elder girls, who, under a matron, are taught housekeeping business, or entrusted with money and sent out to shop, and to learn value of a shilling; that this system has worked very beneficially, 2416, 2417.

Boarding-out :

Boarding-out system has been applied to a limited extent; confined to orphan and deserted children; does not favour an extension of the system; is averse to large institutions, but considers them a necessity with our present system of Poor Law, which gives to any rogue right to demand assistance and come and go when he likes, 2418, 2419.

Ins-and-Outs :

Suggests powers should be given to guardians to detain paupers, which would mitigate evils of ins-and-outs, 2420.

Casuals :

Considers it a defect in Poor Law that treatment in the casual ward is worse than that dealt out to an idle man in the workhouse, and that a man may constantly repeat his application; many casuals are Army pensioners, whose pensions it is difficult to attach; would like to see every casual ward in London closed; has had great experience of casuals in Whitechapel Union, and asserts that, provided you catch a young man in time, before he gets on rates and becomes contaminated in casual wards, you may save him, but after three weeks there it would be useless, 2421—Frequent applications to casual ward, notwithstanding its discomfort, accounted for by sufficiency of food; affirms casuals are always well fed, 2422—Admits casual ward has been abolished in Stepney, but, contrary to law, this has not affected adjoining unions, 2423, 2424.

States no respectable wayfarer would apply to casual ward for a night's lodging; that at times there is suffering in consequence of difficulty in getting shelter, and recommends that power should be given guardians to use their discretion in admitting wayfarer to workhouse for night, instead of at present sending them to degrading casual ward; genuine working man wayfarer is sent on by his trade society, 2426, 2427. 2429—Guardians, who do their duty by the poor, have to violate regulations of Local Government Board, 2428.

Emigration :

Emigration of children with help of rates has been resorted to; suggests some of restrictions imposed upon it by Local Government Board should be removed; power should be given to spend more money from the rates; objects to adult emigration out of rates, 2430-2432.

States that, at present, Local Government Board authorise an expenditure of 10*l.*; that he wants power to spend 12*l.*; accounts for it being dearer to emigrate a child from his union than an ordinary labourer from eastern counties, to Canada, to the interposition of Miss Alexander and of Miss Rye, 2437-2442.

Jews :

Gives statistics to prove how large is the immigration of foreign Jews in Spital-fields, who interfere largely with labour markets; states board schools in neighbourhood are fast becoming Jewish schools; that many of the children must have been born abroad; that constant stream of immigration goes on which drives English labourer
into

Report, 1888.—*continued.*

BILLING, THE REVEREND PREBENDARY. (Analysis of his Evidence)—*continued.*

Jews—continued.

into workhouse, 2443, 2444. 2446 2447. 2473—Condition of Jewish immigrant is something frightful, although they are looked after by Jewish Board of Guardians; their condition a danger to public health, 2445, 2446. 2474.

States pauper foreigners are chiefly destitute Jews waiting to be hired under sweating system, by which they undersell our working men, and discredit English manufactures, 2448, 2449—Advocates exclusion of indigent foreigners from our shores; and quotes Deputy Chief Rabbi in support of this view, who has issued circular letters dissuading people coming to London, 2450—Their condition worse here than in their own country, and interference with their immigration justified by injury done to our rates and working men, 2451-2454—States co-operation exists with the Jewish Board, 2474—Describes how that Board, not being able to impose house-test, gives out-door relief in money and kind; believes they are not much imposed on, 2475, 2476—That they have increased difficulties of Poor Law administration by discontinuing system of out-door medical relief, which consequently falls upon the rates, and tends to demoralise people, 2477-2479—In other respects relief given by Jewish Board of Guardians has no demoralising effect; accounts for Jews being attracted to Spitalfields by necessity existing, owing to their habits and customs, of Jews living together, 2479. 2481—Cannot say whether system prevailing of organised relief of Jews attracts destitute Jews from other countries, 2482,—but affirms they administer their relief very fairly, 2482-2484.

Jews do not marry so early as Gentiles; gathers from that that out-door relief does not stimulate early marriages, 2499, 2500—Doubts whether out-door relief given by Jewish guardians is sufficient to diminish wages; but admits that, if it were not given, Jews would starve, 2501-2503.

Medical Relief:

States there are many voluntary medical clubs in his district, 2485, 2486—That Whitechapel Board of Guardians give medical relief by way of loan, unless upon inquiry they find recipient is a provident person, and that he was obliged to come to rates for such relief, 2487;—upon proper investigation by board, if relief has been given unnecessarily it is placed as loan, which to a large extent is recovered, 2488—Out-door medical relief is not much given; is not on increase; medical extras seldom given, 2489-2491.

With regard to hospital letters agrees that they prevent poor joining medical clubs; recommends amendment in system of out-door relief by hospitals, and greater co-operation; favours plan which would avoid present improper use of such letters; would give letters to special cases and specially poor, 2492-2496—Repeats there are several provident societies in his district notwithstanding indicated difficulties, 2497, 2498.

Immigration from Country:

States there has been large influx of people to Whitechapel from country; that guardians employ men to keep watch on common lodging-houses to prevent people settling down to lodging-house life, their object being to help in sending them back to country; that inmates of lodging-houses are chiefly married men, 2504, 2505—Complains of there being no system in country for gaining reliable information with regard to state of labour market in London, 2505—States guardians have succeeded in sending many back to country and provincial towns through private agencies, 2506, 2507—That there are not many benevolent institutions in Whitechapel; that in Spitalfields the parochial organization helps to send people back to country, and people who have any respect left are only too glad to go back; funds are generally forthcoming to meet expenditure, 2508-2510.

Immigration from the provinces is not increasing, but was larger last winter than previous winters; states that they are composed half of agricultural labours, half from provincial towns; that animosity exists towards foreign immigrants among the native population, 2518-2522.

Birmingham:

Relief as administered under local Act; guardians elected for three years under 12 l. franchise, *Henley* 315, 316—Certain other qualifications necessary, *ib.* 317, 318—Relief Committee meets at 9 a.m. five days a week, 319. 322—Superintendent and cross visitor for out-door relief appointed, *ib.* 323-325—Good effects of his appointment, *Loch* 4138. 4195, 4196, *Rep.* vi.

Paupers relieved in, since 1883 calculated on 1881 census; 1884, one in 35; in 1885 the same; in 1886, one in 37; in 1887, it was one in 39; in 1888, one in 44; population not increasing except in Aston suburb, *Henley* 327-329—Good effect of new regulations in diminishing out relief cases, *ib.* 330—Rules prepared by guardians for

Birmingham—continued.

administration of relief, *Henley* 321, 389—These resulted in issue of more orders for workhouses than are used, *ib.* 337, 338.

Women with illegitimate children receive out-door relief in, *Henley* 334—False information as to means on part of applicant punished with imprisonment; workhouse offered where information withheld, *ib.* 335—System dependent for success on strict supervision of guardians, *Henley* 386,—has caused no complaint among poor, *ib.* 378.

Duty of relieving officer is to receive application for relief; get up case and bring it before relief committee; gives relief himself only in cases of extreme emergency, *Henley* 418—Relief only given to those who apply and are really destitute, *ib.* 543—Relief officers recently appointed, *ib.* 320, 323, 378.

Increase of sick poor in workhouse at, *Henley* 342; large infirmary in course of construction, *ib.* 342—Dispensary instituted in, *ib.* 343—Causes for large increase of sick poor in, *ib.* 348, 349. 370—Statistics of medical relief given in, *ib.* 372, 373—Stimulants and medical extras very little given, *ib.* 374, 375—Statistics, *ib.* 459—Increase of indoor poor in, confined to sick and children at Marston Green, *ib.* 361.

Very few paupers in hospitals under false pretences in, *Henley* 369.

Action of guardians of, to make paupers understand infirmary is part of workhouse, *Henley* 381-383; *Rep.* viii—School fees unsafe test of distress in, *Henley* 515—Diminution of relief due to improved administration, *Henley* 609, 610.

No great migration to, of agricultural labourers, *Henley* 502.

Casual poor in workhouse of, do certain amount of useful labour; farming not resorted to owing to it being generally the winter when casual ward full, *Henley* 396, 397.

Very little co-operation between guardians and charitable societies in; guardians chiefly tradesmen, *Henley* 392, 393.

Women in child-birth dealt with in special lying-in ward in workhouses, *Henley* 437-443—Work lighter dietary better, &c., in workhouse than test house, *ib.* 442.

Tobacco only allowed on a special order from medical officer, *Henley* 447, 449.

Labour test for out door paupers formerly much used in; in practice has proved to be demoralising; guardians ceased enforcing it in 1884 except in times of pressure, *Henley* 339—Yard for stone-breaking erected, little used, *ib.* 341.

Test house built in, in six weeks, for single able-bodied men; dietary good; labour is oakum picking, &c., with exceptions, *Henley* 353-355—Statistics of test-house proves its success; has resulted in suspension of out-door labour-test order, *ib.* 355—Regulations as to discharge from, *ib.* 356, 357—Its deterrent effect, *ib.* 358—Application for test-house not confined to single able-bodied; is a workhouse for classification, *ib.* 359—Regulations in with regard to inmates' family, *ib.* 360—Able-bodied in, kept apart from others, *ib.* 384, 441—Has not superseded casual ward in Birmingham, *ib.* 394, 395; *Kitto* 3589—Approved, *Peck* 2677,—provided it were in country, *Kitto* 3598-3590,—for professional loafer, *Hardcastle* 4855.

Guardians of, send pauper children to cottage homes built in the neighbourhood, on plan of Home for little boys at Farningham, *Henley* 362. 398. 435—These homes described; system more expensive than workhouse schools, but better for the children, *ib.* 364-366, 398-400—System preferred to any other by West Derby Union, *ib.* 366—Between 400 and 500 in these homes, 367—Children comprise all who become destitute, 422-424—Girls kept there till thirteen, boys till fourteen, 434—Are supervised after leaving, *ib.* 436—System preferred to boarding out, *Hardcastle* 4836.

Practically no boarding out in, *Henley* 422. 424, 425.

Roman Catholic children removed to separate orphanages, *Henley* 402, 427, 429—Guardians pay 5 *d.* a head towards their cost, *ib.* 428, 429—Are supervised by Local Government Board, *ib.* 430, 431. 452.

Cost per head per annum of education of pauper children in and around; in Aston Union Workhouse; in West Bromwich District Schools; in Marston Green Cottage Homes; in King's Norton Certified Boarding-out Committee, *Hall* 4059—System established as an amelioration of workhouse school system, *Horsley* 5796.

"*Bitter Cry of Outcast London.*" Pamphlet issued by London Congregational Union, embodying results of Mr. Mearns' investigations among poor of London, *Mearns* 4284.

Blackburn. Labour test at, *Davey* 878.

Blackley, Canon. See *Insurance Compulsory.*

Blandy, Colonel, chief constable of Berkshire, writes letter describing Berkshire system, *Valpy* 4728.

Boarding-out

Report, 1888—continued.

Boarding-out (see *Evidences of Miss Mason and Miss Hall, "Pauper Children,"* and "*Cottage Homes.*")—Numbers of children in metropolitan area, *Hedley* 711. 724 —Statistics of, *Hall* 3646-3948. 3951. 3956-3959—System regulated by boarding-out without order and board ng-out within order, *Hall* 3951-3954;—these should be assimilated, *ib.* 4015, 4016;—by order of 25 November 1870, sanctioning appointment of a committee, *Owen* 76, 77. 84, 85;—regulations too strict, and should be relaxed, *Sherrard* 2829;—their strictness a cause for small numbers boarded out, *Twining* 3078;—in Whitechapel is confined to orphan and deserted children, *Billing* 2418; *Vallance* 4509—System should be made applicable to others, *Sherrard* 2829; *Holland* 5078;—contrary opinion, *Hardcastle* 4871-4872; *Acworth* 5306;—suitable only for young boys and girls, *Vallance* 4602;—more adapted to girls than boys, *ib.* 4603—Children of parents who stay in workhouse over a year should be boarded out, *Sherrard* 2852—Limits of age between eighteen months and ten years objected to, *Sherrard* 2829; *Charles* 5841.

Is open to financial objection, 4s. allowance being more than an ordinary labourer could spend on his child, *Hedley* 710. 728. 828; *Davy* 931-938—Cost of system, *Hall* 3986. 4010-4015. 4046,—is less than that of workhouse child, *ib.* 4056-4059—Saving to Leeds and Paddington Unions by adopting system, *ib.* 3988-4058;—is economical, *Davy* 983 —Cost of to Epsom Board of Guardians, *Horsley* 5752—Cheaper than workhouse system, *ib.* 5753-5755 —Question whether labourer takes child in for sake of the 4s., *Hedley* 714-725—From 4s. to 5s given to family for, *Acworth* 5303, 6304 —Standard of child's comfort under system should be same as that of ordinary village child, *Hall* 4034, 4035; *Rep.* ix—Question whether boarded-out children should be better dressed than ordinary village child, *Acworth* 5298-5302—Opinion that they should be, *ib.* 5301-5304. 5307, 5308—No jealousy or grumbling in consequence, *Davy* 984; *Acworth* 5311. 5314, 5315—No boarding-out in Birmingham, *Henley* 422. 424, 425—St. George's-in-the East, or Brixworth, *Pell* 1570; *Crowder* 1559—All possible one's boarded-out from Paddington, *Sherrard* 2828.

System tends to destroy hereditary pauperism by substituting home life for workhouse, *Hill* 1716. 1720; *Crowder* 1959-1962; *Peck* 2643—Curtails pauperism, *Horsley* 5756—Can never supersede Poor Law and district schools, *Hedley* 710; *Rep.* ix—Confers great benefits on child; success depends on:—

(1.) Careful supervision, *Hedley* 829, 830. (2.) Character of home selected, *Hall* 4024. 4031, 4032; *Rep.* ix. (3.) Inspection of children, *Hall* 4024-4028. 4034. 4043; *Vallance* 4515, 4516; *Rep.* ix—Children should be carefully inspected by Government Inspector, but not too frequently, *Hall* 4066-4070—Should be inspected as little as possible by official, *Hedley* 724-727; *Hall* 4016.

Children under system kindly treated by other children, *Hall* 3996, 3997—Extension of system and large institutions objected to, *Billing* 2419; *Hall* 3991-3993. 3998.

On a small scale preferred to district schools, *Holland* 5069. 5084, 5085—Is better than cottage home system, *Hall* 3963,—preferred to district schools, provided there is greater supervision, *Jones* 3452-3460; *Hadden* 5371—Preferred to either cottage home or district school, *Hall* 3963.

Advantages of system over workhouse schools, *Hall* 3983—Excellence of training under, *Hall* 3967—Its restricted use attributed to disfavour of Local Government Board, *Hall* 4001—Suggested alterations in system, *Hall* 4008, 4009. 4016—Might be extended as regards girls, *Vallance* 4602. 4605.

Suggested extension to of provisions of Reformatory and Industrial Schools Acts, *Holland* 5070—No difficulty in finding people willing and fit to receive boarded-out children, *Hall* 4061, 4062.

System approved, *Hardcastle* 4833. 4873, 4874; *Acworth* 5288—Objected to by guardians through ignorance and prejudice, *Horsley* 5750, 5751. 5757-5765—By matron of a district school, *Horsley* 5764.

Payments for should be considered a loan to check evil of parents claiming their children, *Hall* 4016. 4021; *Holland* 5070.

Satisfactory state of the children under system of, *Hall* 4025-4030 —Their good appearance, *Acworth* 5312, 5313—Kind personal treatment to children should be ensured by careful selection of foster parents and efficient inspection, *Horsley* 5820-5822 —Committees of should be kept up to mark, *Rep.* ix;—are purely voluntary, *Owen* 260. 261.

Boarding-out-within Order, the Order of 1877; *Hall* 3952—148 unions act under it out of a total number of 647 unions, *ib.* 3953, 3954—Under this Order children only visited by relieving officer; bad effects of this, and suggestion that voluntary but certified committees should take the place of relieving officer, *Hall* 4016 —Children under, badly fed and ill treated, *ib.* 4065;—should be assimilated to Order of 1870; *Hall* 4015, 4016. 4070—Children under, not inspected by Miss Mason, *Hall* 4064 —Are under eye of guardians, but frequently ill-treated, *Hall* 4065.

Report, 1888—continued.

Boarding-out without Order, the Order of 1870, *Hall* 3952—Thirty-six unions out of a total of 647 act under, *ib.* 3953, 3954—Under this Order boarded-out children are inspected by certified committees, *Hall* 3955. 4016,—and inspected by Miss Mason, *ib.* 4064—Restrictions under, *ib.* 4001—Approved of; but alterations suggested, *ib.* 4036-4041—Abandoned by St. Pancras union, *ib.* 4004—Should be assimilated to Order of 1877, and extended to include places beyond union boundary, *ib.* 4015-4016—Should also include illegitimate children, *ib.* 4022—Obliges selection of best cottages, *ib.* 4024—Should not be extended to aged and infirm, *Harcastle* 4935.

Board Schools in Spitalfields fast becoming Jewish schools; one in Old Kingston-street with only twenty Gentiles in it out of 1,500 children, a very large number of whom were born abroad, *Billing* 2444—No trustworthy statistics of children sent without breakfast to, *Loch* 4186—Such statistics given of the Board School in Gifford-street; evidence regarding the disinclination of children to admit the fact; same proportion in schools of ten other districts, *Mearns* 4293-4297—Steps taken to relieve such children, *ib.* 5298-4306—This a matter for charity not Poor Law to cope with, *ib.* 4368;—good influence of, on condition of poor, *Hill* 1740.

Boards of Guardians. See *Guardians*.

Bolton, strike at, threw 12,500 out of employment, *Davy* 849.

Bolton, Mr. Harold. His house of refuge, *Jones* 1178-1185—Formed an amateur casual ward in Commercial-road, where shelter, firing and food was granted, and leave given to go out earlier than in official wards in search of work; system worked very well, *Kitto* 3601-3605—System disapproved of as being too much like a casual ward, and not good enough in its arrangement for a refuge, *Loch* 4213-4216—Better accommodation in advocated, *Valpy* 4764, 4765—Not attractive, yet frequented by White-chapel loafers; investigation insufficient, *ib.* 4723 4725.

Bosch, General Van der. Dutch soldier who in 1818 left army and founded two colonies, one at Frederiksoord and another at Vienhuizen, for employment, in the one case voluntarily, and in the other compulsorily, of pauper classes on waste lands of Holland, *Mills* 2197.

Boston (U.S.) In this State, and others, disreputable parents deprived of control over their children by magistrate, *Hadden* 5415, 5416.

BOWDEN, REVEREND CHARLES HENRY. (Analysis of his Evidence):

Was four years chaplain of Kensington Workhouse, now of Guy's Hospital, 5657-5659—Has made personal visitations of Strand and Hackney unions; is Secretary of Association of Poor Law Chaplains, 5660, 5661.

Workhouse:

States greatest evil of Poor Law system is absence of classification in workhouses according to character, 5694-5697. 5706—It sometimes exists, *e.g.*, the "pregnant ward," but there married and single mixed up together; former being more vicious, contaminating latter, 5661, 5662;—admits awkwardness of classing all married women as vicious, 5676—Classification necessary because of sprinkling of criminal class who in sick ward and infirmary get mixed up with the others; gives an instance, 5662—Suggests there should be an inquiry into character of every applicant for workhouse, and vicious and respectable placed in separate buildings, 5663. 5698-5703—Admits this might give rise to complaints, also difficulty of investigation by present Poor Law officials, 5664—Suggests guardians should be empowered to examine applicants for workhouse on oath as to their antecedents, 5665-5670. 5710-5717—This not feasible at present, but might be in future; that rightly people would leave workhouse branded as vicious; that mistakes might occur, but very little injustice would be done, 5671-5673—Agrees lads might be kept by themselves, 5674, 5675—States two things to be essential for improvement of pauperism; (1) knowledge of antecedents and character of applicant for relief; (2) power of detention by guardians pending inquiry; that most statements made by poor themselves are false, 5676—Detention would not be objected to by respectable poor. 5733-5736—Investigation easier in rural districts, because in London they pass from one union to another at twenty-four hours' notice, and it is difficult to remove them back, 5677, 5678.

Guardians:

As regards constitution of boards of guardians suggests that master of workhouse should be allowed to sit on board and vote, instead of, as at present, being only allowed to answer questions sparingly put; that doctor as representing medical, clerk the legal, and the chaplain the moral point of view, should also sit and vote, but that majority of board should always be representatives of ratepayers, 5679. 5680-5682. 5704, 5705—Admits there is a difficulty, and modifies his view by suggesting representatives of Local Government Board should sit instead, 5724-5727—That those officers should be appointed by Local Government Board, 5681—That their opinion would naturally have

Report, 1888—*continued.*

BOWDEN, REVEREND CHARLES HENRY. (Analysis of his Evidence)—*continued.*

Guardians—continued.

have great weight on board, and could not do much harm, 5683'—Suggests magistrate of district and representatives of voluntary charities should attend board and relief meetings, 5684, 5685.

Ins and Outs:

Thinks guardians' powers of detention should be extended to check ins and outs; man should be detained till his case known, 5686-5688;—and in certain cases after they have ascertained all that is known of him, 5690;—till, in fact, he gives guardians reliable information about himself; states that under present system he can withhold information and yet remain twenty-four hours in casual ward, 5689.

Did not visit Banstead district schools, 5691;—visited infirmary in which was an average of 500 and 900 in workhouse, 5692—There is a separate workhouse for able-bodied, 5693.

Poor Law:

Agrees that Poor Law exists to do away with poverty as well as to mend it, 5706—That at presents it exists to relieve destitution, and wants it also to help people out of it, 5707, 5708.

Gives reason why married pregnant women are worse than single, 5718-5722—Casual ward in Kensington entirely separate from workhouse, 5723.

Local Government Board:

Local Government Board has power to nominate *ex-officio* guardians and persons of skill in district, provided they have property qualification, 5728-5731;—doubts efficacy of further powers being given them in that direction; guardians should pay more attention to their subordinate officers, 5732.

Boys' Lodges. On lines of foresters' lodges advocated, *Loch* 4201, 4202.

Bradfield. Is a rural union of 63,000 acres; population in 1871 of, 15,853; in 1881, was 17,972; pauper statistics of, one in seventeen for 1871, and one in 126 for January 1888 per 1,000 of population, *Henley* 580-584—Decrease caused by administering out-door relief strictly, *ib.* 585.

No co-operation of charity and Poor Law guardians in; widows relieved for short periods; all their children beyond one taken care of by guardians, *ib.* 586—Medical orders given by way of loan, *ib.* 587-590—Relieving officers in have personal knowledge of people, *ib.* 591, 592.

Reforms of administration in consist chiefly of (1) treatment of widows; (2) discontinuance of out-door relief to aged and infirm; (3) abolishing permanent list of paupers; (4) constant revision of out-relief cases, *ib.* 597-600. 602-604.

Aged persons in must now be helped by relations, *ib.* 605—Cases of urgency given temporary out-relief, *ib.* 601—No dissatisfaction among poor in, *ib.* 608.

Bradford. System of work in test-house at, praised, *Davy* 883-887.

Bramston, Miss:

Lady guardian of St. George's (Hanover-square) Union; gives statistics from the Metropolitan Association for Befriending Young Girls to prove satisfactory results of girls from district schools, *Hardcastle* 4860.

BRANDRETH, MR. EDWARD L. (Analysis of his Evidence):

Is Guardian of Kensington Union and manager of its district schools, 5526.

District Schools; Widows:

States Poor Law Act, 1867, and its amending Act, 1870, provide for expense of maintenance and education of children in district schools out of common fund; concludes these Acts never anticipated that children of widows and of other incapacitated persons would be sent to these schools; that this practice sprang from one of many resolutions passed, to that effect, at a meeting of guardians in 1872; gives his experience that at first widows refused this alternative of out-door relief, with a consequent abolishing of five-sixths of that class of out-relief, 5527-5628;—that no hardship resulted, 5629-5631;—that eventually when mothers, &c., found their children well cared for in these schools many asked for tickets; it now ceases to act as a test, 5632, 5633;—consequently an expensive form of relief; that one-third of children there are those of widows and of incurables, 5528-5530. 5535.

Suggests that out-relief should not be exclusively given to widows in that form; cheaper to give them relief substantial enough to bring up their children at home and as beneficial for the children, 5530, 5531. 5534—Wishes to diminish number of children of

BRANDRETH, MR. EDWARD L. (Analysis of his Evidence)—continued.

widows in district schools, because (1) it is no test; (2) is too expensive, each child costing 30 *l.* a year, 5535-5538—That the two systems should be worked together; workhouse test more rigidly applied and greater discrimination adopted, 5539-5541. 5635.

Present system resulted in large increase in number of widows applying for such relief, 5542-5544—States there is no objection in special cases to take children other than those of widows into district schools, but that the latter form the greater number, 5545-5550.

Aged and Disabled Poor; Relatives:

States practice of his union is never to give sufficient out-door relief to disabled and aged, entirely to maintain them, but only as a supplement to what they get from their relatives, or can earn themselves; this not a dole; require some relation to look after them, 5551-5554—Contribution required from relation, but not collected by board, 5555—Law against relations only enforced when person relieved in workhouse, 5556—Separate quarters in house generally offered to infirm who can earn a little, 5557, 5558.

Common Fund:

Does not think establishment of common fund has influenced his board so much as that of poorer unions in sending widows' children to district school, 5559,—but that they are benefited by it financially as regards school, 5562-5565—His union contributes 5 *d.* a day for each case to common fund and one-seventeenth of whole fund, 5563-5565.

Casual Wards:

Is opposed to abolition of casual ward, because of decrease in number of casuals since its introduction on separate system in 1879; that number rose to 4,000 last year consequent on Sir Charles Warren's proceedings, 5566—That its abolition would abolish inspection of casual class by Local Government Board, 5566-5569.

Labour Yard; Workhouse:

States labour yard has been abolished; this most desirable; no consequent difficulty in dealing with cases in winter; that there are never more than twelve able-bodied people at one time in workhouse; only one married man, 5570-5572—Twenty years ago there were 700 people in labour yard, and now only one; single men ought not to receive out-relief, 5573—Believes labour yards produce pauperism; states on its abolition in his union a separate able-bodied workhouse was formed, with carpenter's and mat-making shop, to which respectable poor from other parishes were invited, 5574, 5575—Very few come; if there was great distress they would, 5575-5577—That able-bodied in workhouse employed in oakum-picking, stone-breaking, corn-grinding, 5576—Considers if proper test houses introduced labour yards might be abolished, 5577;—that distress may be measured by numbers in workhouse; there is practically no destitution, 5577-5579.

Pauper Statistics:

States there are 600 in the infirmary and 800 or 900 in workhouse in the winter; that 1,854, as per Return, includes children in the schools, 5580-5585—Agrees that the ratio of 2 per 1,000 of out-relief compared with 10·9 for whole metropolis (and for indoor relief of 11·3 compared with 13·3) shows administration to be strict, which he considers advantageous for poor as well as ratepayers, 5586, 5587—States it to be stricter now than formerly; reduction caused by opinion of guardians rather than financial reasons, 5588, 5589.

Explains it is fallacious to conclude from returns of former years that there is reduction now of pauperism, 5589-5592—That in case of widow receiving relief at home, whole family included as paupers, but if one child sent to school, only one counted as pauper, 5593-5595—Does not think it fair to call whole family paupers when only one actually receives relief, 5596-5599.

Boarding-out:

Ceased boarding-out children at Anerley when district school at Banstead instituted, 5600—Considers district school system preferable to boarding-out as regards boys, because there is less difficulty in placing them out, and mentions that out of eight or ten boarded-out in Suffolk two returned to London as paupers; this unsatisfactory; expected they would be absorbed in the country population, 5601-5604—Two got employment there; two earned 1 *s.* 6 *d.* a week, which had to be supplemented by the board; two others returned as useless; that as a rule boys did not follow trade of their foster fathers; no attempt made that they should, 5605.

Emigration:

States guardians have emigrated 13 orphan and deserted boys and 10 girls this year in consequence of overcrowding in schools, 5606-5609;—that they have done well;

Report, 1888—*continued.*

BRANDRETH, MR. EDWARD L. (Analysis of his Evidence)—*continued.*

Emigration—*continued.*

well; was not satisfied with former emigrations because of absence of reports; that at his suggestion Local Government Board sent Mr. Doyle, who gave an unfavourable report; this affected emigration; that two years ago fresh arrangements were made by which President of Agriculture in Canada guarantees annual inspection and report of all children sent out; consequently emigration again resorted to.

Infirmary and Medical Relief:

States infirmary opened in Kensington in 1872; that in consequence of improvement thus afforded numbers have increased; 5611-5613—That views of guardians with regard to medical out-relief are somewhat lax; it is practically left to doctors and relieving officers, except as to whether any relations can be found to pay, 5614-5616.—That very few poor belong to medical clubs, though attempt made to induce people to join a provident dispensary; a feeling abroad that public entitled to gratuitous medical relief, 5617, 5618—There are very few benefit clubs, 5618.

District School:

Considers boys do best at district schools; that girls do well everywhere; that about 5 per cent of girls who leave for situations where they are inspected up to twenty, go to the bad, 5619-5623—States cost of child per annum at Banstead is 30 l., including cost of building; as regards school 21 l. 3 s. 9 d., compared with average for whole of London, of 23 l. 9 s. 1 d.; 5624-5627—States only test applied to widow asking for relief is unsatisfactory one of sending children to school, 5633, 5634—Is in favour of out-door relief for widows who take care of their children, and wishes workhouse test to be applied to all widows of doubtful character, 5635-5637.

Casuals:

Is in favour of casuals being kept in a class provided they are separated from workhouse, not otherwise, 5638-5645—Agrees there is a large floating population of casuals in London, and does not think system of casual wards encourages them so long as they are kept separated from the workhouse, otherwise except as regards inspection, they better be abolished, 5646. 5649.

States Sir Charles Warren's proceedings in Trafalgar Square and elsewhere, and his proposals to board of guardians that they should give lodging tickets, increased number of casuals up to last Lady-day, 5650-5655—Does not know that they affected his casual ward more than any other, 5656.

Breakfast. Given free to destitute school board children; system carefully administered, *Mearns* 4298-4306.

Bremen. Workhouse system at, not advocated for England, *Davy* 973-975.

Bricklayers. These and painters and joiners should not receive poor relief in winter owing to their good wage in summer, *Harding*, 3660-3663.

Bridges, Dr. Medical adviser to the Local Government Board; is in favour of children being kept at workhouse a fortnight before being sent to district schools, to prevent infection, *Hardcastle* 4839.

BRIDGES, DR. JOHN HENRY. (Analysis of his Evidence):

Is Local Government Board Medical Inspector for Poor Law purposes in London, 5460—Became so in 1869; 5504—Has three districts of Croydon, West Ham, and Richmond, outside metropolis, 5513, 5514.

Dispensaries:

As regards dispensaries, states that previous to Metropolitan Poor Act, 1867, out-door sick were visited at their own homes by district medical officer, or, if able, they came to him, he providing drugs with certain exceptions; since then forty-five dispensaries established in London; district doctor bound to attend every day; also such as are bed-ridden, &c., at their own homes; there is also a paid dispenser who makes up and distributes doctor's prescriptions, 5462, 5463.

Hospitals:

Praises present system of infirmaries, but thinks it might be extended without raising the rates, by increasing medical staff; this could be done either by connecting the infirmary with one of the general hospitals whose physicians might visit sick in infirmary, or by inviting older medical students in hospitals to visit infirmary as clinical clerks, and take records of course of obscure and so-called chronic diseases, 5464—Meets objection that such cases might be sent to hospitals by stating that hospitals could not receive them owing to their chronic character, and from want of space, 5464-5465. 5467. 5470—Is aware that in country especially, and in London, boards of guardians subscribe to hospitals that patients may be received, 5468, 5469—Subscriptions thus
(70—IND.) 5 A 4 given

Report, 1888—*continued.*

BRIDGES, DR. JOHN HENRY. (Analysis of his Evidence)—*continued.*

Hospitals—continued.

given are regarded as recognition of services done; subscribing guardians would have same privileges as any other subscriber, and hospital authorities would not be entitled to refuse patients sent by them, 5471-5473.

Infirmaries, Clinical Teaching in, &c.:

Describes infirmary arrangements; that formerly sick wards were a department of workhouse, sick being attended by a visiting doctor engaged in general practice, handled by pauper labour, and one paid nurse for 90 sick; that now sick poor are treated in infirmaries distinct from workhouse, and superintended by a resident doctor, a resident assistant, a steward and a matron, with a trained staff of nurses, 5461.

Strongly favours introduction of clinical teaching in Poor Law infirmaries; this was allowed by Metropolitan Poor Act, 1867, and rescinded by Act of 1869, Section 20, 5474. 5499-5502:—from a groundless fear it might lead to the dissecting of poor in workhouses, 5503-5505—Affirms this would result in (1) patients themselves being better cared for, (2) resident officers being kept well up to mark; patients would themselves favour it, 5474-5477. 5506-5508—Since establishment of improved infirmaries, there is less disinclination to enter them than sick ward of a workhouse, but number of persons in receipt of Poor Law relief has diminished, 5478, 5479—Admits two objections to improved infirmary treatment, that it might lead (1) to a feeling among poor of a right to it at expense of rates, (2) to a sick pauper getting better treatment than a sick artizan; but thinks the one can be obviated by action of guardians and that the other applies equally to establishment of hospitals, 5480, 5481—Agrees that complete medical treatment, if gratuitous, must tend to a readiness to take advantage of it, 5482—Maintains that the separation of sick from workhouse in London has increased discipline there, 5483.

Gives three cases illustrating curability of chronic cases to show superiority of new infirmary treatment over old workhouse sick ward; (1) a woman of thirty-five, who had been two years in sick ward classed as "paralysis," on being transferred to infirmary was cured; (2) a woman of fifty-one, similarly classed, was seven years in sick ward, on being transferred to infirmary, was discriminately dealt with and cured by application of electricity, &c; (3) a woman of seventy-one who had lost her voice, also cured on being transferred to same infirmary, is now working as charwoman, 5484, 5585. 5511—States in difficult and surgical operations superintendent medical officer of infirmary finds no difficulty in getting extra help if needed, so also in specialist or delicate cases, 5486-5489—That consent of person to be operated upon is always first asked; has never heard a complaint that it was otherwise, 5521-5525—Nursing of late years has much improved, 5512;—no voluntary nurses in his district, 5515—Mentions electricity is much used in infirmaries and dispensaries; should be used with care, 5509, 5510.

Poor Law Schools:

States from a medical point of view that Poor Law schools are more satisfactory in proportion as they are smaller, 5490, 5491.

That tendency to propagate skin diseases and ophthalmia is inseparable from large schools; this not the case in small ones, 5493—Suggests that no school should contain more than 400 in all, 5494, 5495—Has had no experience of small workhouse schools; admits that all pauper children are predisposed physically to skin diseases, &c., which, however, can be better checked in small than great schools, 5497, 5498;—considers it advantageous that head master should know individually each child in school, 5516—Explains that a school of 300 boys would be divided into sections, boys, girls, and infants, each presided over by different persons, 5517, 5518—Agrees with other witnesses that character of child and its common sense, in big schools of 1,000, get stunted; child less able in consequence to earn its livelihood, 5519, 5520—Not so its intellectual power, as tested by book-work; accounts for size of schools, by their being thus able to give higher salary to head master, 5519.

Cottage Homes:

Medically strongly approves of cottage homes, 5496.

Bristol. Instance of a man walking eight miles every day to work at stone-yard of, Mills 2179, 2180. 2219-2222. 2395—Guardians and the suggested workhouse village in, *ib.* 2396.

Brixworth Union. Principles which led to proper administration in, will hold good in London, Pell 1497.

Great change of administration of Poor Law in, and diminution of pauperism, *ib.* 1498 *seq.*;—statistics in connection with, from 1870 to 1887, *ib.*—Way in which change was brought about; carelessness of old system, *ib.* 1517. 1521—Law disregarded by former guardians of, *ib.* 1518—Opposition to introduction of new system, *ib.* 1522, 1525. 1543—Present feeling of guardians of, contrasted with St. George's-in-the-East, *ib.* 1526—Out-door relief practically at an end in, *ib.* 1527, 1528—

Medical

Report, 1888—continued.

Brixworth Union—continued.

Medical relief in, giving wine, spirits, *Pell* 1532-1538—Medical societies and clubs in, *ib.* 1539-1542—Practically no hard cases in, *ib.* 1544, 1545—Change was beneficial to people, *ib.* 1546;—was made when people were in good circumstances, *ib.*

Bromley. Out-door relief preferable in, to indoor, *Harding* 3644;—Many vagrants in, 3679.

Building Society. In Burnley, evidence of thrift, *Horn* 3375.

Burnley Union. Population, statistics of, *Horn* 3301. 3414-3416—Large proportion of out-relief in, *ib.* 3301. 3402-3407. 3414-3417—Necessary on account of juvenile labour in, *ib.* 3302. 3360—Relief administered by six committees whose proceedings are sanctioned by board, *ib.* 3301;—cost of relief in, *ib.* 3302;—statistics of cost compared with that for Lancashire, and England and Wales, *ib.* 3366.

Out-door relief is given to (1) old people of good character; (2) widows with children; (3) destitute and temporary sick, *ib.* 3301, 3302—Their system does not lead to pauperism; does not discourage thrift, 3358. 3360-3363—Idle and dissolute sent to workhouse, *ib.* 3302.

Cotton-weaving is staple industry; therefore, guardians avoid sending widows with children to workhouse, as they would then be precluded from working as half-timers, and learning the industry at most suitable age, *Horn* 3302. 3334-3346—Half-timers in, *ib.* 3302. 3393-3396—Wages of, *ib.* 3397-3401—Out-door relief in, not given as aid to wages, but to deserving poor, *ib.* 3302;—is sometimes so given, 3312-3318—Pauperism in is less, compared with rest of Lancashire, *ib.* 3303-3305;—was one in 55 in 1873, and one in 69 in 1888, *ib.* 3358—Action of guardians of, in cases of age and infirmity, 3306-3311—In case of man earning insufficient wage with a large family, *ib.* 3318-3322—Instance quoted of man being allowed to leave workhouse in search of work, leaving children there, *ib.* 3323-3325.

Large proportion of paupers in, compared with London, results from rapid rise in population of Burnley; that compared with London there is very little destitution outside those relieved, *Horn* 3406-3410—Out-door relief, if restricted as in Whitechapel, would lessen pauperism, but not poverty, *ib.* 3411.

Advantages of over London, and other large towns, *ib.* 3413. 3417;—comparatively little poverty in, *ib.* 3409—Charity in badly organised, *ib.* 3378—Co-operation of charity and Poor Law only exists in connection with churches, *ib.* 3378, 3379. 3384, 3385;—co-operation advocated, *ib.* 3383.

Immigration to, *ib.* 3386-3392.

Burnley. Workhouse offered to able-bodied unemployed in, *Horn* 3326.

Is a good wage-earning district; attracts people from other unions; scarcity of work in, three years ago, *Horn* 3327. 3356—Six cottage homes built in, so as to remove children from contamination of workhouse, *ib.* 3302. 3350. 3352—No boarding-out in, *ib.* 3349—No labour yard in, *ib.* 3367—Relief not given to those belonging to benefit clubs in, except lunatics, *ib.* 3368, 3369—Absence of benefit clubs in, *ib.* 3371-3375—Building society in, and existence of co-operative societies are proofs of thrift in, *ib.* 3375, 3376.

Buxton, Mr. Charles. Supervises children boarded-out at Fox Warren, from St. George's, Hanover-square, union, *Hardcastle* 4831.

Bury, Reverend W. Personal attention given by in introducing reforms into Brixworth, *Pell* 1459.

C.

Calverton. Children boarded out at, from St. George's, Hanover-square, under supervision of Mr. Trevelyan, *Hardcastle* 4898-4900.

Canada. See *Emigration*.

Cape of Good Hope. Jewish families emigrated to, *Alexander* 4983.

Cardiff. Charity Organisation Society at, *Valpy* 4740.

Castalia. Hospital ships for small-pox cases among poor, *Owen* 39.

Casual Poor. See also *Ins-and-outs.* *Tramps.* *Vagrants.*—Regulated by Pauper Lunatic Discharge and Regulation Act and Casual Poor Act, 1882, *Owen* 54, 55, 58;—Diminution in number since passing of latter Act, *ib.* 158-160—Must have an order for casual ward except in urgent cases, *ib.* 56;—are either admitted to workhouse or sent to nearest casual ward, *Jones* 1114. 1118. 1122-1124.

Report, 1888—continued.

Casual Poor—continued.

Accommodation in metropolis for, *Owen* 66, 67;—special pressure in autumn 1887; how dealt with, *ib.* 68;—cannot be received before four in winter and six in summer; advantages of this, *ib.* 219;—urgent cases admitted at once, *ib.* 220;—cannot be discharged before nine a.m., *ib.* 220-229;—under this rule must perform task before leaving, *ib.* 226-228;—objections to this rule, 223;—an earlier hour advocated, *ib.* 230, *Rep.*; vii.;—after performing a test-work, *Mearns* 4400, 4401;—without it in special cases, *Vallance* 4534, 4585, 4588-4592;—non-discharge of till second day checks habitual vagrants, *Owen* 227;—are frequently discharged in Whitechapel following morning after performing allotted task, *Hedley* 701-707.

Are detained there two nights, then discharged at 6.30 a.m., or earlier, *Vallance* 4587;—longer notice of discharge advocated, *ib.* 4533;—should be compelled to give notice before leaving, *Pell* 1591, &c.;—detention of for seven days in workhouse advocated, *Vallance* 4593;—extension of power of detention in certain cases advocated, *Rep.* vii.

Discretion should be given to workhouse master in dealing with, *Crowder* 19, 20 *seq.*;—bath regulations for not enforced in cases of bad health, *Owen* 232.

Treatment of, biggest blot on our civilization, *Mills* 2204;—relief system of objected to, *Vallance* 4584;—are a reckless class, *Mearns* 2208;—as a rule are a hopeless class, *Crowder* 1917;—some are army pensioners, *Billing* 2421;—useless labour of might be profitably utilized, *Mearns* 2208.

Respectable casuals admitted for a week to workhouse, then kept by charity in specially constructed places in Stepney, *Jones* 1117;—House of Refuge for, objected to, *ib.* 1164.

Selection of deserving casuals successfully attempted, *Kitto* 3525, 3526;—history of ninety-eight selected out of 800 or 900 in St. Giles for treatment and investigation by Charity Organisation Society, *Valpy* 4707-4710, 4712-4717, 4766.

Classification of advocated, *Kitto* 3559, 3560; *Brandreth* 5638-5645; *Rep.* vii.—Unnecessary to separate them from other paupers, *Vallance* 4595, 4596;—no difference should be made as regards relief given to ordinary and casual pauper, *Jones* 1132; *Billing* 2421; *Lock* 4224; *Vallance* 4533-4567;—Distinction between them should be abolished, *Pell* 1468, 1469; *Hadden* 5357-5395;—contrary opinion, *Rep.* vii.—Emigration of better class of, advocated, *Kitto* 3637, 3638.

Practice of casting duty of providing for upon other unions than those to which they belong, *Jones* 1124-1128.

Are periodically inspected by Local Government Board, and those detected as habituels, and as having gone into other houses within two months, detained; inspection would be lost if casual wards abolished, *Brandreth* 5567, 5568.

How treated in St. George's-in-the-East, *Pell* 1466, &c.—In Stepney are admitted into ordinary workhouse, *ib.*—Few come from country to London, *ib.* 1469;—Few in London without a settlement, *ib.* 1470;—as a rule are not *bonâ fide* artizans seeking work, *ib.* 1471, 1472.

Casual Poor Act, 1882. *Owen* 56; established nine o'clock as hour for discharge from casual ward, *ib.* 227-229;—Changed time of discharge from casual ward from 11 a.m. to seven in summer and eight in winter after allotted task was finished, *Henley* 508;—from nine a.m., *Pell* 1468;—objections to nine o'clock rule, *Owen* 220-223, 230;—Prevents discharge till second day, *ib.* 227; *Brandreth* 5644.

Casual Wards. Are set along main London roads and several in centre of London, *Loch* 4157;—Period of detention in, *Owen* 58, 61;—is left to discretion of superintendent, *Hedley* 702;—Relaxing provisions, *Owen* 58, 59;—how far exercised, *ib.* 59;—Evils of detention in without proper information about inmates, *Bowden* 5689;—Greater powers of detention advocated, *Mearns* 4434; *Vallance* 4533; *Hadden* 5392-5394;—permission lately given for inmates of to go out early in search of work, *Kitto* 3604.

Three kinds of accommodation in (1) cellular, (2) associated, (3) hammocks; humble, but good enough for class that inhabits them, *Henley* 504, 505;—accommodation in country pretty equally divided between (1) and (2), a matter of dispute which is best; (1) preferred by Sir Hugh Owen, *ib.* 537-540; *Hedley* 700;—In Metropolis arranged on cellular system, *Owen* 180;—Discipline in very severe, *Henley* 549;—are no better than prison, *Kitto* 3504-3509;—treatment is too harsh, *ib.* 3521, 3523;—Are only fit for professional casuals, *Kitto* 3625, 3628;—attract and help to keep up vagrant class; harbour criminals, *Valpy* 4719, 4720;—attract those who have lost their character in the country, *Hardcastle* 4820;—Class of men who apply for, *Acworth* 5235;—are nightly inspected, *Owen* 59.

Their maintenance charged to Metropolitan Common Poor Fund, *Jones* 1130, 1131.

In

Report, 1888—continued.

Casual Wards—continued.

In Kent are filled during hop-picking, *Henley* 560—Industrial, but very little agricultural work done in, *ib.* 396, 397—Inmates of would not work if they could get it, *Holland* 5100-5103.

None in Stepney for last ten years, *Jones* 1113, 1115, 1121, 1124; *Billing* 2423, 2424—Condition of these in 1869, *Jones* 1129—Have been abolished in some Metropolitan unions, *Peek* 2646.

Description of in St. Pancras, *Allen* 3130—Relieving officer no power to admit to, *Jones* 1114—Instance of refusal of admission to, *Pell* 1477, 1562.

Classification in between tramps and genuine wayfarer advocated, *Jones* 1166; *Kitto* 3512-3516, 3629-3632; *Mearns* 4434-4436—Attempts made at this in Marylebone, St. Giles', and St. George's with good results, *Kitto* 3525, 3526—Tramps applying for often turn out to be locals, and generally sent to workhouse, *Jones* 1168-1174—Frequency of applications to accounted for, *Billing* 2422.

Should be abolished in Liverpool, and profitable labour substituted, *Mills* 2279;—abolition of advocated, *Billing* 2421, 2472; *Peek* 2645; *Valpy* 4719, 4720; *Hardcastle* 4818, 4825, 4925-4927; *Acworth* 5181, 5182;—undesirable to abolish them all at once, *Loch* 4225—Advocated, provided casuals inspected elsewhere, *Brandreth* 5646-5649;—abolition of would not lead to increase of those sleeping in the streets, *Valpy* 4925-4927—Should be accompanied by strict enforcement of laws against begging and restraint of charitable refuges, *ib.* 5183, 5184—System objected to, *Hadden* 5356-5358.

Objections to abolition, *Mills* 2281-2283; *Mearns* 4432, 4433; *Brandreth* 5566-5569, *Rep.* vii—Might lead to indiscriminate charity, *Acworth* 5182; to establishment of wards under no proper control, *ib.* 5186.

Demoralizing effect of work done there, *Mills* 2350, 2352;—genuine working men wayfarers do not apply to, *Billing* 2425;—are filled with professional vagrants, *Hardcastle* 4818, 4819;—contrary opinion, *Holland* 5098, 5099—Inmates of are men without homes who go from ward to ward, 5100-5102.

Suggestion that guardians should have power to send applicants for to workhouse for one night, *Billing* 2426, 2427; *Valpy* 4719;—that wards should be handed over to Metropolitan Asylums Board, *Acworth* 5257—Charitable co-operation with advocated, *Loch* 4157—Suggestion that pick of cases in should be dealt with on German system of training on land, but should be purely voluntary with no unnecessary detention, *ib.* 4158, 4163-4166.

No effort made to rescue occupants of, *Kitto* 3511;—this should be done, *ib.* 5323 5324.

Casual Ward, Amateur. See *Refuge*.

Casual Ward Committee. Grew out of exceptional distress in Trafalgar-square, *Kitto* 3487, 3489.

Caterham. Institution of the Metropolitan Asylums Board at for lunatic cases, *Owen* 40; *Loch* 4256;—contains 2,000 inmates, *Hedley* 835.

Cellular System. See *Casual Wards*.

Central London District School. See *Hanwell*.

Certified Committees. Supervise boarding out, *Hall* 3955, 3967, 3978.

Must be composed of two members, *ib.* 3982;—should be inspected by Local Government Board, *ib.* 3968, 3969, 4023, 4042, 4051;—should report their changes to Local Government Board, *ib.* 3973-3975, 3978, 3979, 3982, 4023;—appointment to must be sanctioned by them, *ib.* 3976;—their efficiency left by guardians to Local Government Board, *ib.* 4049, 4050;—distrust of does not affect boarding-out, *ib.* 4060;—should exist in every union where boarding-out prevails, *ib.* 4070, 4071.

Certified Homes. These established as orphanages, &c. by ladies; if well-conducted are certified by Local Government Board and children sent there by guardians to be depauperised; 157 of such in existence; guardians' use of them on the increase, but a prejudice exists against them, *Horsley* 5758-5761—Many committees of, waiting for children; others disbanded from want of children, *ib.* 5822—Objected to as being too mechanical in their training, *Charles* 5840.

Certified Schools. Legalised by Act of 1862, *Owen* 73;—much used for Roman Catholic children, *ib.* 74—2,162 inmates last January, *ib.* 75;—widely distinct and quite cut off from workhouse schools; inmates have not same stigma to bear; standard of child higher, chiefly because it remains longer in the school, *ib.* 147-150—Roman Catholic and Hebrew children sent in Whitechapel to, *Vallance* 4509.

Report, 1888—continued.

Charitable Funds. Bad effect of, on poor by raising false hopes, *Hill* 1669, 1670;—help from, as bad as relief from rates, *ib.* 1708.

Charity. Should supplement working of Poor Law, *Owen* 143. 145. 275-7—Usefully employed to prevent a man going to workhouse who has broken down through no fault; should intervene instead of out-door relief, *ib.* 289-91—Province of, to relieve deserving cases, *Hill* 1667-1669; *Pell* 1425-1432; best kind is to personally attend deserving family, and help them to earn their living, *Hill* 1777, 1778—Best form of, proceeds from individual effort, *Loch* 4141, 4142—Should deal with aged poor who have striven to make provision for old age, *Davies* 1349;—essential for proper relief of distress, *Crowder* 1847;—if out-relief abolished, would step in and help deserving cases, *ib.* 1848. 1855;—baneful effect of, on out-door relief, *Hedley* 672;—does not tend to relieve ratepayers of their proper burdens, *Loch* 4138;—administration of charitable funds by societies on large scale objected to, *ib.* 4143;—should be given as privately as possible, *ib.* 4143;—each case should be dealt with individually, *ib.* 4144;——when indiscriminate bad, but not so bad as out-relief, *Crowder* 1861. 1902—When indiscriminate, not objected to, *Compton* 3907, 3908—Contrary opinion, *Sherrard* 2810; *Hardcastle* 4880—Evils arising therefrom, *Vallance* 4554-4556; *Rep.* x—Checked by Berkshire system of giving bread to tramps, *Valpy* 4732. 4733. 4735-4738—Increased in Whitechapel by strict administration of Poor Law, *Holland* 5054-5056.

Co-operation of with Poor Law advocated, *Allen* 3152;—in Stepney, effected abolition of out-relief to old and respectable poor, *ib.* 1148-1150;—prevents deserving poor being reduced to paupers; *Rep.* iv.—Where none exists out-door relief should be given, *ib.*

Private charity preferred to work done by societies, *Pell* 1582;—difference between it and Poor Law Relief; produces friendship between rich and poor, *Jones* 1139.

Should deal with hereditary class of poor, *ib.* 1214-1220; cannot be restricted to certain hard cases, *ib.* 1151, 1152—In Whitechapel up to 1870, consisted of indiscriminate almsgiving, and accepted; no definite obligations distinct from function of Poor Law relief; relied on Poor Law to supplement private benevolence, *Vallance* 4448.

Its effect in Manchester in preventing starvation, *Henley* 547, 548.

Poor Law in Stepney could not do without charity what it now does with, *Jones* 1139—Absence of, in Wandsworth; reason for giving out-door relief, *Ball* 5981—5983.

Instances of misdirected charity in Marylebone, *Loch* 4113-4124;—in Southwark, *ib.* 4131.

Case quoted where charity rather than Poor Law should help, *ib.* 4126-4129. 4217, 4218—Restricted use of in Burnley Union, *Horn* 3381, 3382. 3385—Complete system of to take over all out-door relief cases of doubtful expediency, advocated, *Davies* 1297. 1299.

Charity Organisation Society. (See also *Loch's Evidence in toto.*)

Plan of society described, *Loch* 4081-4084. 4234-4241—Method of inquiry adopted, *ib.* 4190-4194; *Valpy* 4709—Class of cases relieved by, *Loch* 4078—Object of society to raise poor above the Poor Law, *ib.* 4243.

Expenses of the society, *ib.* 4085-4093;—pay for maintenance of cases sent to Convalescent Homes, *ib.* 4154;—help only those who have homes worth preserving, *Vallance* 4459;—does not relieve strictly Poor Law cases, *Turner* 1650-1655;—has done wrong in doing so, *Peck* 2633-2636. 2797—Addresses of committees easily obtainable, *Valpy* 4757, 4758—Action of, with regard to congestion in Trafalgar-square, *Kitto* 3489—In helping guardians to select “deserving” casuals, *ib.* 3526. 3558; *Valpy* 4707-4712—In Wandsworth selected twenty-two tramps as worthy of help out of 2,800, *ib.* 4746, 4747. 4753.

Has helped guardians to dispense with out-door relief, *Turner* 1643—Success of in repressing mendicancy near Crystal Palace, *Peck* 2637;—should organise charity and not relieve distress, *Lambert* 2555—Objections to working of, *Sherrard* 2854, &c., 2978—Branch of exists in Cardiff, *Valpy* 4740—In Paddington, *Sherrard* 2953—Members of attend meetings of guardians in St. George's-in-the-East, Stepney, and Whitechapel, to take over cases more suitable for charity than Poor Law, *Hedley* 812, 813; *Billing* 2410—In Stepney relieves aged and infirm who are referred to them by guardians to prevent being inmates of workhouse, *Jones* 1100, 1101—Their action praised in Stepney, *ib.* 1211-1213—Amount of relief given there by, last year, *ib.* 1140. 1176. 1178—Action of in saving persons being inmates of workhouse, *ib.* 1107, 1108—All charities in Stepney connected with it, *ib.* 1109. 1155, 1156. 1186. 1190. 1193.

Co-operation

Report, 1888.—*continued.**Charity Organisation Society*—continued.

Co-operation of, with Poor Law system advocated, *Jones* 1212; *Kitto* 3558. 3610; *Compton* 3905; *Loch* 4079, 4080. 4094, 4095—This exists in Marylebone to a certain extent; would be increased by abolition of out-door relief, *Davies* 1280-1283; *Jones* 3452-3475—Exists in several districts, *Owen* 276-278—*Loch* 4073, 4074—In Kensington, *Twining* 3023, 3081; *Loch* 4075—In Whitechapel, *Billing* 2410; *Valance* 4550. 4459-4463. 4469; *Ball* 5981—In St. George's, Hanover-square, *Hardcastle* 4849, 4850—In St. George's-in-the-East, *Owen* 142; *Pell* 1425-1432; *Turner* 1611—No co-operation in Burnley Union, *Horn* 3377—In Wandsworth, *Acworth* 5175, 5176; *Ball* 5983. 6028-6030.

Subscriptions to society in preference to relief funds advised, *Hill* 1735—Amount of relief distributed by in St. George's from 1884 to 1887, *Crowder* 1897.

Charity Societies. Very little co-operation by guardians of in Birmingham, *Henley* 392;—or St. Pancras, *Allen* 3109;—co-operate in Kensington, *Twining* 3023;—co-operation opposed at Oxford, *Henley* 516, 550, 556, 557—Can only be effected by hard work and in districts where there is an inclination to undertake it, *ib.* 552—Co-operation objected to, *ib.* 554, 555.

Advocated but should take different spheres, *Lambert* 2552-2554; *Kitto* 3608—Co-operation advocated, *Davy* 905-910, 1033-1035; *Jones* 1139; *Pell* 1433; *Crowder* 1858; *Billing* 2408; *Horn* 3383-3385; *Kitto* 3558; *Mearns* 4330; *Holland* 5108; *Hadden* 5385; *Rep.* iv. x.;—promotes improvidence, *Billing* 2455-2457—Danger of co-operation developing into out-door relief, *Loch* 4139—Good effect of it in St. Giles, *Valpy* 4741—Charity and Poor Law should supplement each other and not compete, *Ball* 6037—Instance where charity rather than Poor Law should give relief, *Loch* 4126-4127—In such cases should give full relief, *Davy* 1045; *Loch* 4138—Should direct individual charity and not administer it, *ib.* 4141-4143.

Their establishment advocated in all populous places, *Valpy* 4740, 4753-4756—Provided out-door relief abolished, *Crowder* 1903, 1904—Should issue tickets, *Valpy* 4759—Are good on principle but many act unworthily, *Compton* 3904—City charities pauperise people there, *Hadden* 5433, 5434—Do a lot of mischief, *Davy* 1037, 1038—Not so good as individual charity, *Pell* 1434, 1435—Charities for distributing food objected to, *Loch* 4167-4169.

Re-organisation of all charities advocated on basis of combination, *Loch* 4109—Official organisation objected to, *ib.* 4145—Should be left voluntary, *ib.*—Registration of on lines of friendly societies desirable, *ib.*

Endowed charities work at present independently of voluntary ones, and *vice versa*, *Loch* 4109—Estimate of relief given by charitable institutions, *Loch* 4109-4112, *Rep.* x.—Should exist to deal with cases which do not come under Poor Law, *Pell* 1425-1432; *Hill* 1775; *Allen* 3152.

CHARLES, MRS. (Analysis of her Evidence):

Has been Poor Law guardian in Paddington eight years; was manager of Ashford District School three years, 5832—Has visited Hanwell District School, 5851.

District Schools:

Describes disastrous effects of district schools on faculties of girls; when in service are accused of being sullen, not so in reality, but unable to use their faculties, 5833—Is not prepared to assert that many of the girls go morally wrong; their tendency not in that direction; personally knows of only two such cases, 5834, 5835—Attributes their immorality to stress of circumstances arising from being often without situations; mentions one case reported to be a very bad one, 5836.

Fault lies with system rather than with officials and managers; a weak matron can spoil 400 or 500 children; matrons of district schools are unsatisfactory, 5837. (5845).

Suggests boarding-out as a substitute to district schools, 5838—Girls in district schools have no idea of economy, and are never taught how to spend a shilling to best advantage; can therefore never become good servants, 5841—Remarks apply equally to workhouse and district schools, 5842.

District schools encourage parents to come into workhouse and remain, while sending their children to district school; at Ashford there are 30 children whose parents are able-bodied persons who have been in workhouse two years, 5843—Hardly any common sense taught in district schools; cooking that is taught is useless for small houses, 5844.

States she improved sewing at Ashford School; thinks officials apt to be lazy; no special motive to be otherwise, 5855—Inmates know nothing of outside world, and describes damage done in her house by a girl from district school, 5846.

CHARLES, MRS. (Analysis of her Evidence)—continued.

District Schools—continued.

States statistics given by association for befriending young servants, of girls from districts schools, are misleading, 5847.

That training and experience in cottage homes more useful to girls in after life than that of district and workhouse schools, 5848-5849;—that boys do better than girls in district schools, 5849—Difficulty of abolishing district schools; suggests they might be turned into technical schools, 5850.

Widows :

Objects to relief of widows by sending some of their children to district schools; suggests they should have relief given them at home instead; quotes instances of widows becoming depraved on their children being removed, 5838.

Boarding-out, &c. :

Favours extension of boarding-out system by sending children at any age; objects to certified homes; they are too mechanical, 5841—Does not object to cottage homes of 25 or 30, so long as children's faculties are properly cultivated, 5841.

Chelsea. (See also Strachan's Evidence.) Evil effects of out-door relief given in money in, *Mearns* 4428—Five hundred pounds a year spent in stimulants in, *Hardcastle* 4931—Relief works in, *Strachan* 3178-3297; *Compton* 3804—Class of labourers employed not agricultural, *ib.* 3849-3852—Relief works in objected to, *Vallance* 4568, 4569—Casual ward is abolished, *Brandreth* 5566.

Children. See also *District Schools, Pauper Poor, Widows, &c.*

In board schools often badly fed, *Jay* 2136;—should not be brought up in workhouse, *Mason* 2040; *Peck* 2643—Those of respectable parents should be kept distinct from casuals in workhouse, *Peck* 2643.

Over-production of great cause of poverty, *Sherrard* 2651. 2790—Opinion of Paddington guardians as to dealing with, *ib.* 2827 *et seq.*;—larger powers should be given guardians to deal with, *ib.* 2829, 2830—When sent to sing in streets should be taken from their parents, *ib.* 2830;—should be emigrated, *ib.* 2853—Should be educated at home rather than in district schools, *ib.* 2862, 2863.

Those of "ins-and-outs" should be detained by guardians, *Twining* 3037 *et seq.*—In St. Pancras those of widows sent to parish schools, *Allen* 3084.

Gross cases of cruelty to, so as to secure insurance money, *Vaugh* 5884;—statement that 1,000 murdered in London every winter, *ib.* 5970.

Church Farm. Boys' home at; an industrial school recommended as a channel for charitable funds, *Hill* 1736.

City of London Parochial Charities Act, 1883. Its good effect in restricting number of recipients of charity, notably in Bishopsgate, *Hadden* 5435.

Clapham. Plenty of charity in, but completely disorganised, *Ball* 6028, 6029;—there would be relief to rates if it were not, *ib.* 6030;—out-relief might then be almost dispensed with, *ib.* 6033;—contains more well-to-do people than any parish in East London, *ib.* 6034.

Clergy. Extraordinary statement by Southwark clergyman, *Crowder* 1876 1878.

Can get information about condition of people in their own parishes, but ought not to administer relief, *ib.* 1925, 1952—Are in communication with relieving officer in Stepney Union, *Jones* 1109—General position of with regard to relief, *Allen* 3152—In Whitechapel have aided guardians in restricting out-door relief, *Vallance* 4477—Co-operation of with Charity Organisation Society, *Loch* 4106—Candidates for ordination should be specially trained for visiting poor, *ib.* 4106.

Clerkenwell. Overcrowding in caused by demolition of buildings, *Sherrard* 2849.

Clinton, Lady. Established a "certified home," a voluntary orphanage, *Horsley* 5757.

Clubs. See also *Benefit Clubs.*—Burial and medical in Yorkshire, *Davy* 955-960—Are injured by lax administration of Poor Law, *Pell* 1588-1590, *Hill* 1666.

Colonies. Object to rate-aided but not to State-aided emigration, *Kitto* 3635. 3639, 3640—Objection of to receiving paupers as emigrants, *Compton* 3712;—to any wholesale sending out of men to, *ib.* 3717, 3718.

Industrial schools in the same as our workhouse schools, *Hall* 3990—Practice in is to give double maintenance money for children under two years, *ib.* 4009.

Common

Common Poor Fund. See Metropolitan.

COMPTON, THE EARL. (Analysis of his Evidence):

Is not member of either Charity Organisation Society or of Metropolitan District Association, 3909, 3910—From personal experience thinks administration of Poor Law defective, 3682, 3683;—has visited poorest parts of South London, 3897.

Considers question to be whether out-door relief should be extended or restricted. Crowder and others favour restriction; he is of contrary opinion; that defect in Crowder's argument is his opinion that private charity will take place of Poor Law; whereas Poor Law exists because private charity does not do its duty; instances of impecuniosity of our hospitals, 3684.

Considers it the duty of Poor Law to prevent destitution as well as to remedy it; that out-door relief is one way of effecting it by preventing breaking up of a man's home; does not approve of Mr. Crowder's scheme by which a pauper, having passed test, is then given out-door relief, and his family kept by charity, 3685, 3686.

Suggests as remedy an extension of powers to grant out-door relief, as advocated in his article "Distress in London," 3687-3692.

States he has had no practical experience of administration of Poor Law as guardian either in London or country, 3854, 3855;—has gained his experience from practical knowledge of East End of London from contact with men such as Mr. Billing; has worked on committees with some of best Trades Unionists, 3856-3859.

Out-door Relief:

Out-door relief prevents destitution, but should be liberally given; praises action of guardians in that respect, and advocates uniformity; demonstrates evils arising from the want of it, 3771-3774;—states it can easily be ascertained whether restriction drives away paupers or not, 3775-3778;—cannot say whether law of domicile with regard to non-resident paupers works well or not, 3779, 3780.

States that there has lately been remarkable diminution of pauperism in Whitechapel, 3781, 3782, 3784.

Does not believe extension of out-door relief would tend to discourage thrift, 3824;—doubts whether policy of Whitechapel Guardians has tended to encourage it, or whether it would ever have that effect, 3825—Taking case of two men receiving same treatment when incapacitated, though one had been thrifty and other not; doubts whether this would deter others from making provision for old age, 3826, 3827.

Hopes there may be same improvement in pauper returns for country consequent on the more sparing administration of out-door relief which has taken place already in London, 3853—Grants those in favour of diminution have interests of poor as well as of ratepayers at heart, and quotes Mr. Crowder and Mr. Dunne Gardiner; these lay great stress on necessity for personal sympathy between rich and poor, but maintains that it does not exist, 3865—Personally is not aware that restriction in Whitechapel has increased sufferings of poor, but suggests Holland would probably say it has, 3866.

Relief in money from either State or private charity is equally degrading to recipient, 3884, 3887;—but pauper would not feel so degraded in going to suggested pauper farm as he would in going to workhouse, 3885—Lays stress upon receiving money, 3888, 3889;—draws distinction between receiving relief from friends and going into workhouse, 3890.

Qualifies use of "degrading," and asserts that moment man asks for relief in money he has taken first step downwards, 3891—That there is large difference between receiving money from relations and friends, or from some charitable organisation; but poor are just as ready to receive it from State or Charitable Organisation Society, 3892.

States highest form of Poor Law relief is for it to be administered through private people, 3893, 3894—That if rich did their duty by poor present Poor Law might be abolished; at present rich consider Poor Law authorities are people to distribute charity, 3865, 3895, 3896.

Granting that restriction of out-door relief is good, admits it is disappointing that the proportion of pauperism should be less in some unions, such as Islington, where it is not restricted, than in others, such as St. Pancras, where it is; points out that character of population should be considered; that no correct deduction can be arrived at, 3921, 3922.

Industrial Villages:

Suggests two methods of dealing with existing distress. (1.) Emigration; (2.) Establishment, as in Holland, of industrial villages, 3695, 3696;—draws distinction between them and pauper farms, 3697—Suggests public rather than Government should face existing distress by turning industries from town to country; that these villages should not deal with paupers; that they should be formed by public company, and not through Poor Law, 3697-3699.

Report, 1888—*continued.*COMPTON, *THE EARL.* (Analysis of his Evidence)—*continued.**Pauper Farms :*

Suggests "pauper farms" should be established under the Poor Law or by Government; would personally prefer combination of the public and the Government, 3700. 3701-3705—Would select paupers from poorhouses of populous towns, and country, 3702-3706—Would consider experiment successful, if, by the returns per head, country were saved money, 3707—Maintains individual would be improved by learning to work, &c., 3708—If successful, suggests that Government should extend system by buying more farms, and eventually take over all able-bodied paupers, combining emigration, 3709, 3710.

Explains this combination to mean a large State-aided system of emigration, 3715, 3716;—this would not affect present paupers, 3711-3714—This would also prevent gaps made in workhouses by pauper farms being filled by more paupers, 3715—Thinks opposition of colonies might be overcome, and suggests a scheme by which emigrant should pay back by yearly instalments money to be advanced him by State, 3717-3722;—anticipates no difficulty in such recovery, 3723.

Does not agree that agricultural produce from proposed farms would compete detrimentally with existing agricultural labour, 3724-3727—Claims for proposed alternative to present poorhouses, that individual would become a useful member to State, doing work honestly, and with good surroundings, although the regulations would prevent it being attractive to any but destitute, 3749, 3750—Admits that its adoption might pauperise population, supposing many accepted relief under that form who would not do so under present system, 3757, 3758;—claims preference for his scheme; denies it would attract charity more than present system, 3759-3761—States there would have to be division into two classes made between deserving and undeserving, and thinks there would be great advantage under his scheme of employing deserving poor, and preventing them from becoming undeserving, 3762, 3763.

States statistics of pauperism are not a correct test of condition of poor, 3867;—that the administration of Poor Law has not increased sufferings of poor, 3868.

If successful, pauper farms would replace workhouses in every union; would not injuriously affect ordinary labour, 3869, 3870;—if badly organised, they might affect wages of district, 3871-3874—Repeats deserving poor who now object to relief from rates would be equally unwilling to enter proposed pauper farm, 3917—Admits there are a large number of undeserving poor who object to steady labour, 3918-3920.

Defines pauper as being one who receives any charity of any kind;—that there is very little difference in mind of recipient whether he receives relief from public funds or private charity;—that idea of degradation exists only in the minds of givers, 3751-3754.

Admits inmates of proposed farms would, equally with those of workhouse, regard themselves as paupers, but not with same effect, 3755.

Workhouse :

Agrees with Mr. Crowder as to advantage of present workhouse which saves rates by keeping people away, and sending them to their relations for help, 3755;—that there are many who are anxious for labour test who can't get it, 3756.

Approves of Whitechapel Regulation Order, which gives power to guardians to prevent breaking home by taking head of family into workhouse, &c., 3768-3770;—agrees that it restricts out-door relief, 3769.

Relief Works :

Is in favour of relief works for exceptional distress, 3728—Objects strongly to such works being confined to London, 3729—Their permanent establishment a bad remedy for distress; but perhaps necessary for the present bad state of things, 3730.

Advocates that employed should receive same wages from them as are obtainable in open market, provided he were tested and found to be deserving, 3794-3796—To be "deserving" he must be resident in district where these works are set up, 3797—Would prefer to give such relief to a man earning 40 s. in summer, and who had made no provision for winter, rather than that he should be sent to workhouse, 3797-3802. 3807, 3808—Has never advocated that any man out of work in winter should be found work at good wages; but last winter advocated that work which had to be done should be given to deserving unemployed, 3803.

Repeats that man receiving good wages in summer, and who does not lay up for winter, should not be placed in same position as man receiving fixed wage of 1 l. a week, 3804, 3805;—you cannot force a man to lay by, 3806.

Disagrees with Committee regarding degree of comfort an unthrifty man should be kept in during winter, and act as a deterrent, 3807-3811.

With

Report, 1888—continued.

COMPTON, THE EARL. (Analysis of his Evidence)—continued.

Relief Works—continued.

With regard to necessity of having relief works established in country coincident with those in London, suggested that centres of distress should first be found out and relief works established there, 3861—Same harm would not be done to poor in those country centres as was done at time of Mansion House Fund, because numbers of unemployed not so great as in London; his suggestion would also divert stream from London, 3862, 3863—Does not propose sending to country unemployed from London, and suggests residential test for applicant for relief of, say six months, 3864.

Distress :

Considers existing distress to be a serious danger to country; does not anticipate danger from "unemployed," but from large mass of men in London who are on brink of pauperism; thinks that at any moment some exceptional occurrence might upset them, when Poor Law system would break down; that some action should be taken to help such men, 3731. 3812-3814. 3911, 3912—Judges by statistics and reports by School Board visitors that there are more of that class now than twenty years ago, 3732;—notwithstanding returns of pauperism which show a decrease for whole country, 3733. 3738;—maintains there is an increase in London, and accounts for it by immigration from country, 3734-3736—Maintains, from weekly returns in London, that there is large increase of paupers, and that, in face of greater distribution of wealth over country, 3737, 3738, 3740;—admits that diminution in pauperism is an indication of diminution of poverty, 3737—Gives returns of pauperism for April last for 1887, for 1886, and 1885, showing its increase during last three years, 3741-3743;—anticipates that next year and in each successive one there will be rapid increase in number of paupers; that therein lies great danger, 3744, 3745.

His view is that State should deal with those who are on verge of pauperism; agrees that there always will be a number of such persons; that emigration would mitigate evil, 3746, 3747. 3748.

Has for two years talked, written, and begged for inquiry, and drew up plan advocating lines upon which it might be conducted in London, 3815. 3828—Questions how far an inquiry could sift the matter, but maintains much useful information could be gained regarding metropolitan distress, 3816, 3817;—it need not be conducted upon the lines of the last inquiry, though that was one step in the right direction, 3818, 3819—Amount of distress is not to be gauged by returns of pauperism; that savings bank returns would not show it; information can only be gained from people themselves, 3820-3823. 3926-3928.

Taking four heads upon which he asked for an inquiry, namely, (1) "The State and Public Bodies as Employers of Labour." (2) "Removal of Industries from London and its Causes." (3) "Systematic Overtime Question" (Sweating System). (4) "Foreign Pauper Immigrants," states that he is aware that committees have been and are sitting on these questions; and as regards "Proportion of country-bred and London-bred men," was not aware that present Committee and others are inquiring into that, 3829-3833—Suggests that a publication should be made, containing the reports and a *précis* of the evidence of all these Committees, together with other information, 3834—States that the form of the inquiry demanded was "A Committee appointed by Government and containing large unofficial element"; agrees that Committees fulfil those conditions, and hopes information regarding distress may be forthcoming, 3835, 3836—Wants matter to be thoroughly sifted, and wrote his article to rouse people to gravity of situation, 3837—When asked whether he wishes to modify his assertion concerning apathy of Government, states he cannot answer till result of Committee's inquiry is made known, 3837, 3838.

Granting that those on brink of pauperism contribute towards maintenance of paupers, does not think they will be adverse to his proposals; does not contemplate any rise in rates from their adoption; distress could be met by out-door not in-door relief, which immaterially affects rates, 3839-3841—States price of necessaries of life has diminished during last few years; consequently poor are in better condition, 3842, 3843.

Destitution :

Admits there is, and always must be, much chronic destitution in London; suggests it might be checked by technical education, 3898, 3899;—does not think it is increasing out of proportion to increase of population; thinks decrease of pauperism per centum of population does not minimise the danger to be apprehended, 3900—Considers best informants on destitution to be School Board visitors, who ought to be invited to give regular information, 3901-3903—That since poverty cannot be measured by the statistics of pauperism, there might be an increase of former without affecting latter, 3913, 3914;—instances fact that many children go to school without breakfast, 3915, 3916;—considers it absolutely necessary that some steps which might be theoretically criticised before being adopted should be taken to alleviate it, 3923-3925.

COMPTON, THE EARL. (Analysis of his Evidence)—*continued*.*Poor Law :*

States that to prevent breaking down of Poor Law system next winter it will be necessary that external endeavours should be made by the Local Government Board and others, 3911, 3912—Admits that effect of strict administration of Poor Law is seen in reduction of pauperism, but that only proves there is less poverty relieved out of rates, 3929, 3930—Rather infers from this result that many who used to be helped out of rates are now helped by public charity or by clergymen, and that therefore it has not resulted in benefiting individual, 3931-3935—Advocates uniformity of relief by guardians; by that alone can a man judge of the result of a certain policy, 3785;—can be obtained only by finding out what is the best policy, 3789—Favours certain diminution in freedom allowed to boards of guardians to effect that object; instances evils arising from the different systems adopted in respect of labour yards, 3786—Would not recommend that all unions should be compelled to adopt system prevailing in Whitechapel, &c., till it had been proved and tested to be best policy, 3787, 3788—Is not satisfied that it is the best, being convinced that, if a man in receipt of relief one year does not get it the next, he will get it somewhere else rather than become at once self-supporting, 3789-3791.

Agrees that relief given to paupers should not make their condition more eligible than that of poor not in receipt of relief, 3793.

Emigration :

Accounts for bad results arising from emigration from Ireland, 3875, 3877, 3878, 3881—Canadian Government objected to emigrants being taken from poorhouses, 3880—Is not referring to system of emigration undertaken by Mr. Tuke in 1882, which he describes as being excellent and very successful, 3876, 3879, 3880—Removal from villages in Warwickshire partially owing to emigration he personally carried out, 3938.

Charity :

Does not object on principle to charitable agencies, though many act unwisely, 3904—Is favourable to a close alliance between Poor Law system and Charity Organisation Society, 3905.

Makes no suggestion for checking indiscriminate charity, and personally prefers resorting to it rather than that one deserving man out of a hundred undeserving should be overlooked, 3906-3908.

Immigration :

Lays great stress on something being done to prevent influx to towns of country people; bases his calculations upon his experience of country villages as a Member of Parliament, 3844-3846, 3936, 3937.

Has not come across many agricultural labourers out of work in London; maintains that distress exists among those who have been displaced by stronger, healthier, and more useful country labourer, 3847—Has no personal experience of country labourers ousting the London ones, 3848—States that class of labourer employed on relief works in Chelsea last winter were painters, bricklayers, valets, and watchmakers, and consequently would not have been affected by agricultural labourer, 3849-3852.

Convalescent Homes. Cases sent there by Charity Organisation Society and paid for by them, *Loch* 4154.

Co-operative Societies. In Burnley, evidence of thrift, *Horn* 3375.

Co-option. System prevalent abroad, by which outsiders are nominated to co-operate with the properly constituted authorities in regard to certain branches of work advocated here, *Loch* 4182; *Acworth* 5215.

Cooper's-row. Refuge in, *Loch* 4209.

Corbett, Mr. Presided over a meeting of guardians in 1872, which resulted in out-door relief being given in shape of sending children of widows, &c. to district schools, *Brandreth* 5527.

Cottage Homes. Central school surrounded by separate dwellings, each under care of foster parent, *Owen* 50—A system of boarding-out more expensive than others but very advantageous, *ib.* 179;—gradual development of recommended, *Owen* 182—No difficulty in procuring suitable homes and foster parents, *Horsley* 5799, 5800;—excellent ones in Midland counties, *ib.* 5101—Encouraged by Local Government Board, but their adoption left to guardians, *Owen* 182-184.

System better than district schools, but inferior to boarding-out, *Peck* 2643; *Hall* 3963;—preferred to boarding out, *Davy* 930-932; *Horn* 3350—Preferable to district schools,

Report, 1888—continued.

Cottage Homes—continued.

schools, *Vallance* 4599; *Hardcastle* 4836; *Horsley* 5797; *Charles* 5848, 5849; *Rep.* ix. —System approved, *Davies* 1289; *ib.* 4868; *Bridges* 5946; *Charles* 5841;—objected to as tending to increase desertion by vicious parents, *Alexander* 4966.

Training in must be more or less mechanical, therefore not so good as home training, *Horn* 3348—Difficulty in way of carrying out principle, *Hall* 3963.

Six built in Burnley Union for pauper children; these described, *Horn* 3302—Children widow unable to support, sent there, *ib.* 3347.

Birmingham guardians send pauper children to homes built in neighbourhood, established on plan of home at Farningham, *Henley* 362. 398. 435, *Rep.* ix.—These homes fully described, seven for boys, seven for girls; trades in use in Birmingham taught there, *ib.* 362, 363. 403—Compared with workhouse system more expensive; as regards health and after life children better off; are kept in quarantine before leaving workhouse, *ib.* 364, 365—Those liable to be a long charge on rates should be sent there, *ib.* 366—Between 400 and 500 in these homes, *ib.* 367—Each home presided over by general superintendent, and each distinct; no fixed dietary, *Henley* 398-400—Class of children in (1) orphan and deserted, (2) those of parents who are frequent inmates of workhouse, *ib.* 422-424—Girls kept there till thirteen, boys till fourteen years, *ib.* 434—Are supervised after leaving *ib.* 436.

Smaller numbers in advocated, *Holland* 5083-5086—Success of dependent on selection of home; also supervision, *Horsley* 5798—Inspection of most necessary, *ib.* 5809—Should be substituted for workhouse schools, *ib.* 5810.

Countrymen. Case of sixty-three selected from St. Giles' casual ward, *Valpy* 4713.

Crispin-street Refuge. Its demoralizing effect, *Vallance* 4550-4552.

Cross Visitor. Is a paid officer; visits homes of recipients of relief, *Henley* 325-326—Checks the work of other relieving officers, and comes suddenly on all classes of out-relief cases, *Henley* 323-325; *Loch* 4138—Tends to produce uniformity in the administration of the Poor Law, *ib.* 4195, 4196. *Rep.* vi.

Crowder, Mr. Helps Tower Hamlets Pension Committee, and has often advanced money in Stepney, *Lambert* 2551—The most prominent man against out-door relief issued a pamphlet on Poor Law system. Defect of his argument that out-door relief ought to be restricted because private charity should do for the poor what the Poor Law does now; considers the Poor Law exists only for the extremely destitute, lame, halt, and blind, *Compton* 3684, 3685—His opinion that the head of a family should be tested as a pauper before receiving relief, and his family kept by charity, *ib.* 3686.

Supports the workhouse system because it saves rates by sending the almost starving to their friends and relations rather than to the guardians, *Compton* 3755.

CROWDER, AUGUSTUS G. (Analysis of his Evidence);

Has been thirteen years guardian for St. George's-in-the-East, 1785.

Able-bodied Paupers:

In unions where out-door relief is in force, powers possessed by guardians are adequate; in unions where it is not, guardians have adopted the prohibitory order; this a grievance, 1786-1789.

Labour Yards:

Labour yard in St. George's closed, 1788—Objects to labour yards, 1790. 1806-1807;—except on special occasions, 1815.

Co-operation with Charitable Organisations:

Advocates co-operation with charity as in St. George's. In St. George's provident able-bodied men are relieved entirely by charity in their own homes; describes such relief; relief would not be given to a man who was also in receipt of charity, 1790-1794.

Relief of distress cannot be properly carried out without help of charity; it took six months to organise charity in St. George's after out-door relief restricted, 1847—Organisation now complete, 1858-1860;—deserving widows would be helped by charity if out-door relief abolished, 1848, 1849.

Whitechapel Order:

Describes the Whitechapel Order, 1795-1798—Object is to enable a man to go out and look for work, affording such support to the wife and family meanwhile as to prevent their having to come into workhouse and break up their home; has no objection to practice being continued for a long period when labour market requires it, 1799, 1800.—Order is not necessary in the country, 1810, 1811.

Report, 1888—*continued*.*CROWDER, AUGUSTUS G.* (Analysis of his Evidence)—*continued*.*Workhouse :*

Objection to go into the workhouse even for a week is so great as to prevent any danger of men staying in workhouse all winter, making a pretence sometimes of going out to work and getting their families supported out of the rates, 1801–1802.

In St. George's very few decent men with decent homes would not object to go into the house; this modified relief would only be offered if the home were decent and worth keeping up; this order would not encourage a worthless fellow to neglect his family; no man would go into the workhouse if he had not some regard for his family, 1803–1805.

Workhouse Test :

States workhouse is an efficient test of distress, and gives the man and his neighbours a lesson in providence without breaking up his home; relief is adequate to the wants of the whole family; the burden of sacrifice is thrown upon the man who has to do the disagreeable thing which, in other cases, falls on his family; it withdraws superfluous labour from the market, 1807—Should be applied in all cases where there is a home worth preserving, 1881–1883.

Considers this "modified workhouse test" a sufficient one; the offer is not often accepted, 1808, 1809.

Unemployed :

States there has been no large number of persons out of work entailing an exceptional number of applicants for relief in St. George's, since 1879; temporary workhouse accommodation is preferable to labour yards in such a case, 1813–1815—There might be difficulty in enforcing proper discipline under a system of temporary workhouse accommodation; employments in London are so varied as to make any sudden collapse unlikely, 1816.

Has taken great interest in unemployed question the last two winters; people were said to have been starving in large numbers; no exceptional measures were taken, and no catastrophe; meetings of "unemployed" contained very few working men, being composed mainly of dangerous class; there were, however, undoubtedly a large number of people unemployed, 1817, 1818—Agitation last winter caused mainly by remarks in Parliament about casuals sleeping in Trafalgar-square, and formation of Mansion House Fund, 1887–1889.

Guardians should deal with unemployed as they do in St. George's; let the provident be relieved by charity; improvident by the modified workhouse test, 1819.

Men employed intermittently, unless they are provident, should only have workhouse offered them, 1820–1822;—are not necessarily improvident, 1928.

There were fewer applications than usual for relief in St. George's last winter, 1823.

Poor Statistics in St. George's :

St. George's contains an enormous number of the intermittently employed; it is a very poor parish; 29 per cent. of the total population applied for help from Mansion House Fund, 1824;—these have got through the last two winters, by having a few days' work in the week; pawning in bad times; helping each other if not interfered with, by charity; getting into debt, and paying it in summer; existence is wretched; no means of helping but by helping them to become more provident, especially in the way of early marriages and large families, 1825; by teaching that over-population must be faced; emigration is a mere palliative, 1816–1827;—early marriages objected to; their suppression might however cause vice, 1949–1951.

District is one of the poorest in London, not only as regards the absence of wealthy people, but as regards the character of the labouring population, compared with that of other parts of London, such as Whitechapel, 1830–1831—It is hard to say whether there is actual improvement or not; sound principles of relief prevail only in a small area; district is surrounded by laxly-managed unions; in the strict union of Ateham wages are better than in neighbouring unions; the poor get on just as well without out-door relief, 1832.

Women in St. George's :

There has been no great complaint, during the alleged distress, of women being unemployed, though they are worse paid than men; there is no special employment for them; they do trouser-finishing, slipper-binding, charring, &c.; they are very poorly paid, 1828 1830.

System

Report, 1888—*continued.*

CROWDER, AUGUSTUS G. (Analysis of his Evidence)—*continued.*

System of Out-Relief :

Under old system (1875) no refusal was ever considered final; applicants who were refused would go round to the guardians and make interest with them; the obtaining out-door relief became a perfect industry; this goes on wherever out-door relief is given; cost per pauper of out-door relief was, in 1874, about 1 s. per week; now it is about the same, 1833;—present system approved in Poplar and Mile-end, 1965.

Cannot say if system is supported by respectable working people who do not need to have recourse to the rates; the trades unionists are in favour of strict administration of Poor Law, 1835-1836.

People have accepted change of system contentedly, owing mainly to firmness in carrying out rules, 1833;—describes his personal experiences at relief meetings of board, 1849. 1893;—each class of case should be simultaneously abolished; this was not done in St. George's, and some trouble ensued. With regard to permanent list it should be carefully revised, and the cases remaining relieved during life; no new ones should be added, 1875—St. George's system of relief could well be applied to whole of London and populous places, 1879, 1880—Out-door relief pauperises more than in-door, 1890-1892—Where it is given there is sure to be favouritism, 1861—Present system does not act harshly, 1929.

Agricultural Training :

Rev. S. A. Barnett's scheme of agricultural training quite impracticable, 1837.

Relief Works :

States Chelsea Vestry employed a number of unemployed to do some paving work; if work was necessary and opportune it was right, but if vestry started the work to relieve the men they acted *ultra vires*; it is not a vestry's business to give relief; regular payers are to this extent kept out of their work. Relief works are the worst method of relieving the poor; they attract (a) the intermittently employed; (b) men whose trades are necessarily suspended during winter; (c) persons who are under-paid and over-worked; (d) all the young labour which comes every year on the market; these are thereby encouraged to marry and set up families to be helped by the rate-payers. Relief works are no test of distress; this is exemplified in the case of Nottingham, and describes result there of suddenly stopping them. If system of relief-works were once recognised, there is no saying where it would stop; quotes Fawcett in support of this statement, 1838, 1839. 1966, 1967.

If private individuals were to subscribe money for some object thought to be beneficial to the parish, it would only intensify the evil; this objection logically carried out raises whole of difficulty; question as to whether any work should be undertaken which is not directly productive, 1840, 1841—Test of work under such circumstances should be whether the work is started to relieve the men or because it is wanted; however desirable a work may be it should not be undertaken for the purpose of relieving the unemployed, but entirely on its merits, 1842-1844.

Widows :

States evidence of Pell with regard to widows with children is incorrect; describes how widows are dealt with in his union, 1845, 1846.

A widow, if the case were an ordinary one, and not specially deserving, left in the family-way by her husband, without friends, would be taken into the infirmary, and her rent kept up by charity; when she came out she would be helped by charity for a few weeks, 1850. Entirely dissents from view that such cases should be dealt with by out-door relief; it is contrary to all Christian principles for the rich to hand over exceptional cases of distress to the State for relief; 1852. 1865, 1866. 1870, 1871. 1884. 1886. 1963, 1964—State relief evokes no gratitude; prevents all sympathy in the rich, who are enabled to throw their responsibilities on the State; ratepayers, who are often poor themselves, have all the burden they ought to bear, in the shape of indoor relief; in cases of real hardship, remedy should be applied by private charity; condition of pauper ought to be less eligible than that of poorest independent labourer; all out-door relief is inconsistent with this principle, 1851-1853.

The enforcement of such principles, without exception, would excite opposition, but does not think it would break down the administration; if out-door relief were abolished, charity would come forward, 1854-1855.

Relief from the rates should be given in such a way as to make it distasteful to recipients, 1856—By deserving widow means one of a good character, especially one with a clean decent home, 1857—Organised charity very desirable to deal with such cases; but should be in communication with Poor Law authorities, 1858-1860.

CROWDER, AUGUSTUS G. (Analysis of his Evidence)—continued.

Exceptional Cases :

In the event of a respectable man meeting with a serious accident, or some calamity, he ought to be relieved out of doors, but not by Poor Law ; in St. George's, charity would obtain a pension for such a one, 1862-1864—Objects to pensions, 1867.

Poor Law Relief :

Aid from rates is more degrading than aid from charity, because many ratepayers are very poor ; does not think it degrading to receive help from friends or relatives ; fact of recipient having contributed to rates himself would not lessen degradation ; would be degrading to be associated with relieving officer, and the people who crowd to the workhouse relief, who are the lowest of the population, 1868-1869.

Suggested Legislative Changes :

Discretion of guardians ought to be restricted ; legislation and Local Government orders are required to make permanent the powers already made ; Elberfeld system of nominating qualified persons as almoners is good ; politics make it impossible to nominate guardians to any great extent, but the Local Government Board should nominate more than they do ; a magistrate should have a seat on any guardian board in his petty sessional division ; 40 l. rating qualification for nominated guardians should be dispensed with ; guardians should have power to pass bye-laws which should have the force of orders, 1872.

Religion and Charity :

States association of religion with relief by the clergy makes many hypocrites, and keeps the respectable working man from church. Quotes a clergyman's view of approaching the working-man in Southwark, 1876-1878. 1925, 1926. 1952-1954. 1968. 1971, 1972.

Statistics of Relief and Cost :

States burden thrown on his parish not very great, though committee has never left a case unrelieved. The Tower Hamlets Pension Committee has besides spent about 250 l. per annum in the district, 1897-1898.

Ratepayers are often in favour of out-door relief from a mistaken idea that it is cheaper, because out-door relief costs 4 s. per head, and in-door 10 s., 1894-1895.

Charity :

States charitable funds come mostly from outside ; amount contributed in the parish is satisfactory, 1899.

Charity organisation may be too lavish, but does not do so much harm as out-door relief ; it is not so demoralising, 1902—Thinks that in London and populous places a proper organisation of charity could be got when out-door relief discontinued, though there would be difficulty in getting people to carry it out, 1903, 1904—Indiscriminate charity is bad ; if charitable funds badly administered they soon come to an end ; they cannot be reckoned on like Poor Law relief, 1861.

London Hospitals :

Has no great personal experience of London hospitals ; there seems to be no proper distinction between infirmary and hospital patients ; out-door system is demoralising, but owing to poverty of parish it cannot be observed in St. George's, 1905, 1906.

Medical Clubs and Relief :

Poor do get up provident clubs for wives and children ; knows of no women's club in St. George's, no medical club, no children's club, except for burial ; attempts were made to get them up, but failed, owing partly to proximity of London Hospital, partly to indiscriminate way in which relieving officers give orders to parish dispensary ; medical order applications do not come before the board ; it was tried, but they were too numerous, 1907-1915.

Workhouse Infirmaries :

States well-managed workhouse infirmaries attract poor, 1916.

Has had no particular experience of casual poor ; thinks they are a hopeless class ; superintendent of St. George's casual ward says all who come there are old hands, 1917-1918.

Casual Wards :

Disapproves of casual wards as well as of refuges, soup kitchens, free meals, &c., which make it easier for indolent people to live ; bring people to London and pauperise them, 1919, 1937-1940. 1944-1948—If casual wards were abolished, a
bonâ

Report, 1888—*continued*.

CROWDER, AUGUSTUS G. (Analysis of his Evidence)—*continued*.

Casual Wards—*continued*.

bonâ fide wayfarer would be let out by the master early next morning; powers of guardians would have to be increased as regards detentions, with discretion to the master of workhouse to let a *bonâ fide* wayfarer out; increased powers of detention are wanted now to deal with the "in-and-outers," 1920-1923.

Election of Guardians :

Considers it would be better than triennial rotation if one-third of the guardians went off every two years, so as to avoid an annual election; guardians would prefer it; in St. George's guardians are anxious to remain on the board, 1930-1932—One-third should retire annually, 1873, 1874;—local considerations have more to do with elections of guardians than fitness for their duties, 1969, 1970;—is in favour of nominated guardians, 1955-1958.

Loans :

Objects to loans on security; have been discontinued in St. George's; would rather lend the money on a man's honour, 1933-1936.

Penny Dinners :

Would not object to charity setting up a system of penny dinners if they paid expenses; objects to relieving children without payment; they ought to pay something, 1941-1942.—Objects to guardians allowing school fees, 1943.

Boarding-out Children :

St. George's guardians are against boarding-out, since Roman Catholic children are taken to Roman Catholic schools; approves of boarding-out away from the Union for double orphans and deserted children, especially if they are sent right away from their old associates, 1959-1962.

Pensions :

Objects on principle to pensions, 1867.

Croydon Union. Is under Prohibitory Order, *Hedley* 623.

D.

Darenth. Hospital camp at, for convalescent small-pox patients, *Owen* 39—Asylum at, for imbecile children, *ib.* 40—Afflicted cases above pauper class sent to, *Loch* 4256.

DAVIES, REVEREND J. LLEWELLYN. (Analysis of his Evidence) :

Was Poor Law Guardian for Marylebone for five years previous to 1877, and for three years subsequently; has been for over thirty years clergyman in Marylebone, and previously in East London; has always taken deepest interest in condition of poor; studied returns of relief cases before guardians; was on School Board at one time, and superintended action of that board in Lisson Grove, 1262-1264.

Election of Guardians :

Election of guardians in Marylebone is annual; disfavours annual retirement of only one-third, as continuity exists under present system, 1369-1374.

Relief (Out-door) :

Large diminution in out-door relief has taken place within last twenty years, owing to adoption of strict methods of inquiry rather than to change in system; highest number of out-door cases in 1869 was 4,646, and lowest in 1887 was 749; the Act which distributes cost of in-door poor over whole metropolis has not affected Marylebone guardians, 1265-1267.

Attributes diminution also to pressure brought to bear upon relatives to support those dependent upon them; formerly aged parents did not know whereabouts of their offspring; children unwilling to support their parents; this cause applies equally to in-door paupers, 1268-1270—Children will help their parents to prevent them obtaining in-door relief, but not out-door, 1271.

Out-door relief administration strictly enforced, as proved by statistics, 1273;—unsuccessfully attempted to abolish out-door relief in Marylebone, but guardians were not unanimous, 1274.

Questions any great advantages arising from practice of giving out-relief to families of respectable able-bodied men who are obliged to go into workhouse; very few instances of such there; poor are ready to break up their homes to last point to avoid going into workhouse, 1284—Advocates out-relief in such cases, 1326-1328

DAVIES, REV. J. LLEWELLYN. (Analysis of his Evidence)—*continued.*

Relief (Out-door)—*continued.*

Aged and infirm poor of respectable character, with no dependants, were given out-door relief; advocates uniformity in practice of giving relief; that poor should not look to out-door relief in old age, 1277, 1278.

Independence causes a man to prefer out-door relief to charity, because he considers that former is a right; this feeling very prevalent in England, and out-door relief even looked upon in light of pension, 1295, 1296. 1340-1343—By receiving it a man does not forfeit his independence, if this feeling exists, 1345, 1346.

Is strongly convinced that easy out-door relief is mischievous to moral character and domestic relations of poor; that nothing would be more advantageous to poor themselves than its refusal, 1357, 1358—Agrees that Poor Law legislation should be considerate to those who are on border line of pauperism, 1358—Would expect less pauperism where out-door relief is restricted than where it is largely adopted; but in estimating results it is not fair to compare one locality with another; same locality should be compared at different epochs; relative pauper statistics in Marylebone and Islington not a fair criterion, 1359-1362.

Widows:

In Marylebone widows with over two children received 1 s. 6 d. per child; large proportion of out-door relief is now of that kind, 1291;—in large towns, difficult for widows to bring up large family at that rate; many truant children dealt with by School Board are children of widows, 1291, 1292—Advocates adoption of system prevailing in Stepney Union, by which surplus children are taken into their schools by guardians; children of untrustworthy widows are taken to Marylebone Workhouse Schools; suggests extension of that principle, 1293.

Relief (In-door):

Chief feeling against in-door relief is dislike to its confinement, control and dress, all of which it is most desirable to retain; this increasing dislike is result of increasing sense of independence among the poor, 1296—Disinclination arises more from its being a less agreeable form of relief than out-door, than from any feeling of degradation, 1324, 1325. 1344—House-test has been more strictly enforced of late in Marylebone, 1272.

In workhouse, paupers are better treated than formerly, 1308. 1312—Gives an example showing false impression prevalent abroad as to reason for disinclination among poor to enter it, 1308—Certain rigorous methods of treatment necessary for disorderly, does not affect rest; disinclination of respectable class to enter it does not arise from dislike to associates; regards impression abroad that workhouse children are looked down upon by others to be false as far as his experience goes; would not regret it, if existing among poor themselves, 1308-1315.

Destitute able-bodied man with wife and family seldom accepts offer of workhouse when provision for wife and family promised outside, 1347, 1348.

In-and-Outers:

States class of "in-and-outers" very prevalent in Marylebone; that guardians consider they ought to be checked; doubts expediency of dealing more rigorously with them in workhouse than with more deserving, 1316-1318.

Labour Yard:

States there was a temporary labour yard in Marylebone, but none exists now, 1275-1276.

Relief in Kind:

Considers it preferable to give relief in money than in kind, or by ticket; in the latter cases, often given recklessly, and is no real safeguard against it being converted into drink; it is an insult to recipient, inferring that he would not spend money properly; amount given should not be less than 2 s. 6 d.; bad principle to give small amounts; relief in money makes the donor more careful, and does not affect self-respect of recipient, 1375-1380—Relief in kind not so objectionable where recipient can get articles at a cheaper and better rate than he could on his own account; has no experience of such a store as Manchester guardians have set up, 1380-1382. 1384—Sick comforts not included in his objections to relief in kind, 1383.

Charity:

Abolition of out-door relief would result in many cases being relieved by charity; systematic organisation of charity checked by uncertainty prevailing as to relief that can be obtained from guardians, 1279.

Report, 1888—continued.

DAVIES, REV. J. LLEWELLYN. (Analysis of his Evidence)—continued.

Charity—continued.

Intercommunication exists to a certain extent between board of guardians and Charity Organisation Society; some guardians have been active members of it; abolition of out-door relief, as in unions of East London, increases this, 1280-1283.

Admits danger arising from establishment of complete system of charitable organisation to take over out-door cases unless most strictly administered, but danger would be minimised by abolishing out-door relief, 1297-1298;—anticipates no difficulty in finding out voluntary workers for such a system of charity, 1299.

Discrimination should be made between treatment of aged poor who have striven to make provision for old age, and those who have not; but voluntary charity, not State, should deal with such cases, 1349.

Pauper Children:

Pauper children in Marylebone are sent to industrial school at Southall; system of collecting large numbers of children together has worked advantageously; children have done well in after-life; no reason for complaint as to results; sympathises with those who are in favour of cottage homes, 1285-1289;—has often visited Southall School, which has been in existence over thirty years; considers it works as well as boarded-out schools; guardians prefer their own school, 1319-1323—No children boarded out in Marylebone, 1290.

Clubs:

States there is a vast improvement in condition of poor within last twenty or thirty years, owing partly to stricter administration of relief, and partly to existence of benefit clubs originating amongst people themselves; instances one such which failed, by which 800 were robbed of their due; this failure did not deter people from starting another (1304)—Clubs help provident to tide over bad times; the less people expect from out-door relief the more will they provide for themselves. Generally speaking, a working man thinks it a duty to belong to a club; everything should be done to teach people not to depend upon receiving relief on easy terms, 1300—Relief received from benefit clubs is taken into consideration by guardians in administering relief, 1301, 1302—Doubts expediency of introducing compulsory insurance against sickness and old age, 1303—Considers it impracticable, 1356—Formation of sound clubs should be encouraged by clergy and charitable persons, 1305—Clubs, such as Odd Fellows, encourage thrift and providence, 1306-1307.

Very few cases of fraud; many benefit clubs break up, more from bad management than direct embezzlement; in latter case prosecution is seldom resorted to; doubts policy of prosecutions being taken up by Treasury; failures tend to make poor more careful, are frequent, and result from carelessness and bad management; they do not discourage thrift, 1329-1339.

Describes the system of slate clubs; are not mere annual clubs whose surplus funds are distributed every Christmas; a special superannuation fund associated with them; element of continuity consists in the fact of a man still remaining a member when no longer able to pay through sickness or age, if he joined while of moderate age and fulfilled conditions up to time of inability; this does not deter younger men joining; membership dependent on certificate from doctor, and if a man has not previously been a member, no club will take him in when ill, 1300. 1350-1353—Some think them to be of doubtful advantage; advantages over others consist in (1) funds being able to meet all demands upon them; (2) portion returned to each member each year; (3) superannuation fund gives allowances to the totally disabled, 1354, 1355—Possibility of providing for all demands made upon them depends upon contributions; their success depends on soundness of their basis, 1363-1365.

Distress:

There has been no exceptional distress in Marylebone; certain number of painters, bricklayers, labourers, and horse-keepers out of work every winter, for about three months; their wages average all the year round 20 s. a week; if during those three months they received out-relief, either they would squander their high wage, or their wage would decrease, 1366-1368.

DAVY, MR. JAMES STEWART. (Analysis of his Evidence.)

Has been a Local Government Board Inspector for sixteen years, has had 200 different unions under his care, and during last fifteen years has inspected districts where depression of trade, &c., have caused strikes and lock-outs, 837-839—Hands in Report on Poor Law of Germany, and Workmen's Colonies there, 840, 841.

(70—IND.)

5 D

Distress:

DAVY, MR. JAMES STEWART. (Analysis of his Evidence)—*continued.*

Distress :

Causes of exceptional distress are (1) strikes and lock-outs ; (2) depression in trade ; (3) weather, *e.g.*, frost of 1879 and 1880 ; circumstances causing application for relief ought to make no difference in its administration ; destitution the only safe motive for giving relief, 842, 845.

Unemployed are of two classes, (1) those who are unemployed through no fault ; (2) those who will not work, 843, 844.

Strikes :

Men on strike unless destitute, which seldom happens, are not relieved by guardians ; employers keep some work going on purpose to relieve such cases, 846, 847—During strikes men do not as a rule leave the place, 855.

Not part of the duty of guardians to go into merits of a strike, but must relieve distress as they find it ; school fees were paid by guardians in Yorkshire during distress consequent on a strike, 856—In cases of lock-outs, however, there is no possibility of getting work.

Gives instance of a strike at Bolton of 1,800 men, by which 12,500 persons were thrown out of employment, 849.

Great destitution in South Wales in consequence of a strike ; masters gave work on representation of guardians, 850.

Does not advocate more stringent adoption of charging a man with being a rogue on refusing proffered work, as involving trade difficulties ; in Germany severe measures used in such cases, 1028–1030.

Every period of distress brings about a shifting of labour ; generally its conclusion is the resumption of the industry depressed, 855.

Exceptional distress caused by failure of trade and shifting of industries, *e.g.*, at Bradford where its goods went out of fashion ; at Middlesborough, where the iron works suddenly ceased ; met by orders for the workhouse, and out-door labour test ; and eventually by an appeal to the municipality and private employers to open relief works ; a public park thus made at Bradford, and embanking work done at Middlesborough, 851–853.

Poor Law Administration :

Administration of Poor Law not likely to break down from want of means during exceptional distress ; widespread distress in Lancashire in 1887 did not raise the poor rate much ; it might break down from want of (1) adequate workhouse accommodation ; (2) sufficient relieving officers, 857—The former want breeds imposture and hardships ; the latter, inadequate investigation. Mentions, as an instance, a union where two or three officers had the investigation of 2,500 persons for nearly a year, 858, 859.

A relieving officer ought not to administer as many as 500 cases ; mentions cases of a weak officer who was so deluged with applications for relief that he gave 1 s. a head to each applicant, 860, 861.

Statute of Elizabeth decrees poor shall be “set on” work, which is ambiguous ; at all events public bodies should only relieve destitution, 976.

The Elberfeld system could not be successfully introduced here as substituting *quasi* voluntary, for paid relieving officers, 1031, 1032.

Guardians, Election of, &c. :

In times of pressure guardians have to contend with : (1) violent newspaper attacks, (2) danger of riot ; at such times the orders of the Local Government Board are a great source of strength, 862, 863.

If an election of the whole board of guardians occurred during such times of excitement, it would be unduly influenced ; trade union leaders might influence an election in favour of their particular trade ; the law and the orders of the Local Government Board are safeguards against this, 864, 865—Disfavours the retirement of a whole board of guardians at once, 865.

Discretion of board of guardians should not be more fettered than at present ; considers it essential that where guardians entrust the giving of relief to committees, they should issue their own orders for the guidance of those committees ; this is done in Manchester ; advocates the making of their own bye-laws by guardians, to be confirmed by the Local Government Board ; this would result in uniformity of administration,

Report, 1888—*continued.*

DAVY, MR. JAMES STEWART. (Analysis of his Evidence)—*continued.*

Guardians, Election of, &c.:—continued.

administration, 866-868 — A precedent for this under the Sanitary Act; describes evils arising from guardians sitting for committees in their own electoral district, as in Leeds; the board of guardians put a stop to this by a regulation; result, a decrease in out-door relief, but they have no power to enforce such regulation; the larger the district over which rates are chargeable, the greater risk of fraud from guardians, 869, 870—Approves of election of boards of guardians by rotation, a quarter going out at a time where such elections are triennial; but suggests that one-third of guardians should go out annually, 961-963.

Relief, Out-door, in kind, &c.:

Order of the Local Government Board directs that labour enjoined on an able-bodied applicant for out-door relief should be paid for, half in kind; but there are great difficulties in its administration; tickets are given on shops, and not accounted for; order not rigidly enforced; favours the system prevailing in Manchester, where the guardians have a store, and the possessor of a ticket in kind can get what he wants up to the amount of ticket at cost price; on the whole, objects to relief in kind; but thinks guardians can reduce amount of out-door relief by supplying goods at certain price, 888-895—Does not think the opinion prevails among labourers either in country or town that they are entitled either to relief or work, 896-898—In Germany there is fear among officials that such a claim might be set up, 899.

An applicant for relief in Germany, if single, is admitted for five days, if married, for fourteen days, to the House of Refuge; at the end of that time, under certain conditions, he is sent to gaol, 900.

There has been a great and beneficial restriction on out-door relief of late throughout the country, 965.

Prohibitory Order:

Regulation order is very much the same as prohibitory order *plus* out-door labour-test order; relief better administered under it than under "prohibitory order;" rate of indoor pauperism higher in those unions under it than in those under latter; proper administration of relief depends more on guardians than orders, 871-873.

Recommends the policy of Whitechapel order, which retains head of family in workhouse, with leave to go out and seek for work, and gives out-door relief to family; especially during a crisis, 874-876.

Labour-Test:

Object of labour-test is to prevent receipt of wages as well as relief; labour-test order generally accepted, workhouse test-order generally refused; in times of distress in Blackburn Union this especially the case, 877-879.

Objects to labour-test being confined to stone-breaking and oakum-picking as being too highly skilled labour, and therefore unfair; constant frequenters of gaols and workhouses can do it easily; innocent cannot; would prefer half-hour roll call to no test, which would not increase difficulty of contact between good and bad, 880-882—Prefers the system prevailing at Bradford of separate cells in a large test-house for out-door men with corn mills; 883-887.

Labour Yards:

Labour yards attract men back to those places where they are in existence, because of assured subsistence they offer; this tends to make them chronic instead of exceptional, and results in a "caste" of unemployed, 854.

Immigration:

States there has been no remarkable influx of labourers to the town; has known cases of men in receipt of relief work in town during winter, tramp country in summer, and return next winter; where they have come they have displaced the town man, 1013-1018.

Dock Labour:

Casual dock labour is difficult to deal with at Liverpool, on account of its intermitence; in Antwerp dockyard labourers are a kind of trade society, and contract with Corporation, 901-904.

(70—IND.)

DAVY, MR. JAMES STEWART. (Analysis of his Evidence)—*continued*.

Vagrancy :

Approves of present regulations regarding vagrants, inasmuch as by increased detention there is a decrease in tramps; but drawback consists in tramp when discharged being as destitute as when he entered workhouse, 911, 912—Suggests that police should suppress tramping, 913-916.

Diminution in tramping since Mr. Pell's Act, shown by statistics, 917-922. 977-982.

Uniformity in treatment of vagrants has been attempted, but difference in diet prevents its being more general; offer of hot gruel in lieu of so much more bread attracts tramps in cold weather, 923.

Suggests, as a remedy against women with children selling in the streets, that they should have a license for doing so, as in parts of Germany; believes it to be legal to sell matches and oranges, 924-928;—that in order to restrict crime among vagrants' children, parents should be made responsible for their children's crimes, 964;—that vagrancy should be treated by the police and not Poor Law; objects to vagrants being treated as a class; they should be treated like ordinary paupers when once they apply to the workhouse; if they beg they should be dealt with by police under Vagrant Act; police often give tickets to applicants for relief for the workhouse, they cannot bring them before magistrates; does not suggest they should; admits it is too late to abolish classification of vagrants, which has been brought into existence by our Poor Law; objection to abolishing classed vagrants, are (1) mixing of vagrant with ordinary pauper; (2) difficulty of clothing and re-clothing; (3), that it is too late, 997-1012.

Vagrant class is recruited from the unemployed; they begin by honest search for work, and then drift into tramp class from inclination or laziness; lately there are more artisans than formerly; nearly all single men, 1019-1022.

Ins and Outs :

No restriction on "ins and outs;" some unions suffer more than others from them; workhouse-master perhaps harder on them in some than in others; guardians have no power to stop inmates going in and out; in some unions such cases are detained a week in vagrant wards; such practice strictly illegal; administratively, detention for a week would be beneficial, but witness is opposed to any measure which lessens the voluntary character of our workhouse; "ins and outs" are often women who come to be confined and then go; difficulty in dealing with them; suggests that where possible pressure should be brought to bear on parents; thinks it impossible to charge putative fathers with cost of confinement in lying-in-ward, 966-972. 992-996.

Does not think the present vagrant wards less popular than the former ones; 1023, 1024.

Workhouse :

Care of the sick and infirm in workhouses has enormously improved of late years; much better than what the poor could afford: accommodation superior in some cases than in charitable infirmaries; sanitation insisted on by the Poor Law Board, 945-948.

Separating of married couples in the workhouses in Yorkshire is not considered a grievance; if either one or both are over sixty they may live together; in the North of England cottages built for the married couples but not used by them, 949, 950.

Is strongly in favour of workhouse regulation as to married couples being together, and accounts for ignorance of some boards as to them, from fact that generally married couples get out-door relief, 986, 987.

Does not advocate the workhouse system at Bremen; public bodies ought to pay relief not wages, 973-975.

Existing power of detention regulated by the Admission and Discharge Act, 993.

Stimulants :

Use of stimulants varies in different unions; from 1 *d.* to 1 *l.* per head per annum; in some north-country unions no stimulants given; use of stimulants left to discretion of medical officer; suggests that stimulants should be administered as medicine, not as an indulgence; mentions union where stimulants never given to out-door pauper except in very urgent cases, 951-954.

Clubs :

Several sick and burial clubs in Yorkshire towns, also in country; they relieve pressure on Poor Law Relief, and their existence beneficial to individual;

Report, 1888—*continued*.

DAVY, MR. JAMES STEWART. (Analysis of his Evidence)—*continued*.

Clubs—continued.

vidual ; these clubs do not help women in child-birth ; in some clubs such cases treated by club doctor at a fixed fee of 10 s. ; 955-960.

Pauper Children ; Boarding Out, &c. :

Is strongly in favour of workhouse children being sent to public elementary schools, 929. 988-991 ;—prefers cottage-home system to boarding-out ; objects to latter because of unfairness of pauper child having more spent on him than independent labourer can afford to spend on his child, 929-932—This argument disputed ; gives calculation to show that child left to care of guardians would be better off than if father had left it 100 l. ; 933-938—Same objection of hardship to labourer does not apply to children in cottage homes, 934.

Supervision of children by guardians on leaving foster parent or cottage home lasts either up to sixteen or to end of first situation ; system bad because it works unequally ; suggests that records of children's careers after leaving should be better kept ; great laxity exists in keeping important records of all kinds, 939-941 ;—in Germany pauper records are very complete ; and pauper, children generally boarded out ; if parents are proved to be drunkard or profligate, municipality take charge of the children, 942-945.

Supervision should not be left to relieving officer ; quotes system prevailing at Swinton schools at Manchester, where girls in service are periodically visited by two old women as being best kind of supervision ; might, with advantage, be organised by charity, 1025-1027.

Knows of no grumbling on score of expense of boarding out children ; considers it to be an economy ; apparent unfairness in cost compared with what a labourer could afford is not a source of grumbling, 983-985.

Charity and the Poor Law :

Advocates more intimate connection between charitable societies and Poor Law ; that first application for relief should be made to charity ; classification should be made of charitable and Poor Law cases, 905, 906—In times of distress and strike, charitable fund always formed, with Poor Law guardians on committee for its distribution ; would not confine this connection to times of distress ; at present guardians cannot rely on charity organisations, 907-910.

Organised connection is difficult, owing to defective charity administration ; most desirable that it should be established, 1033-1035.

Objects to charity organisations having legal power to make contracts binding also on guardians, 1036 ;—Poor Law ought to be able to use charity for hard cases only ; mixing up of charity and Poor Law would tend to weaken both, 1039, 1040.

Charity associations do great mischief ; this sometimes arises through fault of guardians ; quotes instances where charity given only where guardians promise not to take it into account, 1037, 1038 ;—practically it is difficult for guardians to consider charitable relief given in estimating what they will give, 1041-1043—Sick comforts given in charity cannot be taken into consideration in giving out-door relief ; charity should help those cases with full relief which guardians, on principle, could not, 1044, 1045.

Denmead. Case of children boarded out there from St. Pancras illustrates inadequate supervision, *Jones* 3478 ; *Hall* 4004.

Deptford. Work done by Miss Hill in, *Hill* 1714 ;—model dwellings in empty, *ib.* 1748.

Desertion. Attempt made to secure a man's pension for support of his deserted family, *Horn* 3370 ;—cases of should be relieved by out-relief only during investigation, *Hardcastle* 4777 ;—action of Jewish Board of Guardians in re-uniting families, *Alexander* 4999—Suggestion that department should be formed in each parish for seeking out parents of deserted children, *ib.* 4999.

Destitution. Relief of, without regard to character, proper province of Poor Law, *Pell* 1559 ; *Hill* 1669 ; *Peck* 2617, 2627 ;—opinion that Poor Law should permanently help people out of, as well as relieve, *Bowden* 5707, 5708 ;—duty of guardians to relieve, *Rep.* iii ;—is a necessary test for giving relief, *Pell* 1566 ; *Peck* 2681 ;—apparent destitution not always sufficient to ensure admission to workhouse, *Pell* 1563, &c.

Destitute poor of good character should be employed by vestries, *Peck* 2685.

Destitution—continued.

When brought on by intemperance and improvidence, relief given in workhouse only, *Hardcastle* 4777. 4905-4908 ;—when temporary, should be dealt with by benefit clubs and provident dispensaries, *Rep.* v.

Chronic destitution in London might be dealt with by technical education, *Compton* 3898, 3899 ;—is not increasing out of proportion to population, *ib.* 3900-3903 — Caused by early marriages, *Horn* 3357 ;—by scarcity of work, *Mearns* 4355 — Is extensive, but not worse now than in 1883, *ib.* 4285, 4286, 4353-4358 ;—must always be so, *ib.* 4358 — Might be met by Poor Law if poor would apply, *ib.* 4286, 4287 ;—indication of extent of, seen in condition of Board School children, *ib.* 4290-4294 ;—in the streets, confined to immigrants from country in search of work, *ib.* 4307. 4376 ;—extent of there, *ib.* 4315. 4374 ;—these helped by being sent back to country, *ib.* 4307. 4375 ;—should be helped by combined charity and Poor Law, *ib.* 4377 ;—efforts made to relieve deserving cases there, *ib.* 4317-4326 ; *Rep.* vii — Are homeless, without food, money, or friends, and afraid to ask policemen where relief can be procured, *Mearns* 4391-4395.

Absence of, in Kensington, *Brandreth* 5579.

Devonshire. Evidence from that workhouse child costs only 2 s. 10 d. a week disputed, *Horsley* 5751, 5752 ;—boarding out objected to in, *ib.* 5759. 5823-5825.

Disease. Among poor children engendered by insufficient food, *Holland* 5037.

Dispensaries. More used in London than elsewhere ; one in Birmingham ; good results, *Henley* 343 ;—difficult to establish near large hospitals, *Hill* 1671, 1672. 1674 ;—successfully established at Hampstead and Battersea, but failed at Marylebone, *ib.* 1672, &c. — Former and present system of described, *Bridges* 5462, 5463 ;—paid dispenser established, *ib.* 5462 — Principle of provident dispensaries should be developed, *Loch* 4154 ; *Rep.* v.

Distress. See also *Destitution*. — Caused by (1) drink ; (2) over-crowding ; (3) over-production of children, *Peek* 2651 ;—(4) absence of provident clubs, *Holland* 5025, 5026 ;—(5) Immigration, *Compton* 3736 ; *Vallance* 4581, 4582.

Causes of exceptional distress, *Davy* 842 ;—in 1887 did not raise poor rate of Lancashire, *ib.* 857 — Should never be met by relief funds, *Loch* 4137 ;—might be met by out-door relief, *Compton* 3841.

No exceptional distress in City of London Union, *Hadden* 5353.

Present distress in London ; serious danger on account of numbers on verge of pauperism, *Compton* 3731-3735. 3812-3814. 3911, 3912 ;—inquiry demanded, *ib.* 3815-3823. 3828 ;—suggested lines of inquiry, *ib.* 3829-3838.

“*Distress in London.*” Pamphlet advocating an extension of out-door relief, *Compton* 3687, 3688. 3762 — Shows lines upon which an inquiry into distress existing in London might be conducted, *ib.* 3815, 3816. 3817 — Five heads of inquiry enumerated with names of committees at present investigating them, *ib.* 3829-3833 ;—form of inquiry to be “a Committee appointed by Government, and containing large unofficial element,” *ib.* 3835.

Distress, Society for Relief of. Co-operates with guardians in Whitechapel, *Billing* 2410 ;—in St. George's, Hanover-square, *Hardcastle* 4849 ;—is localised throughout London ; co-operates with but is distinct from Charity Organisation Society, *Loch* 4247-4249.

DISTRICT SCHOOLS. Not so good a system as boarding out, but distinct improvement on old system of bringing up children in workhouse, *Mason* 2043 ; *Peek* 2643 ; *Hall* 3962 ; *Vallance* 4601 ;—is regulated by 30 & 31 Vict. c. 106, and 33 & 34 Vict. c. 18 ; *Brandreth* 5527 ;—admission to, described, *Hardcastle* 4839 — Board Schools preferred to them, *Sherrard* 2663.

Cost of child in, *Sherrard* 2850, 2851 ; *Hall* 4046-4048 ; *Hardcastle* 4917-4919. 4924 ; *Horsley* 5827 ;—of education in, *Brandreth* 5624-5627.

Suitable for boys, *Vallance* 4604 ;—these do better than girls, *Brandreth* 5619. 5623 ; *Charles* 5849 ;—contrary opinion, *Hardcastle* 4834, 4835.

Training in too mechanical, *Horsley* 5819 ;—bad, especially for girls, *Sherrard* 2828 ; *Jones* 3479 ; *Hall* 3965 ; *Charles* 5833 ;—contrary opinion, *Hardcastle* 4857 — Unsatisfactory intellectual condition of children in, attributed to system, not officials, *Charles* 5837 ; *Rep.* viii ;—officials apt to be lazy, *Charles* 5845 ;—matrons unsatisfactory, *ib.* 5837 ;—ignorance of inmates of outside world, *ib.* 5846 — Their ignorance

DISTRICT SCHOOLS—continued.

as tested by book work not great, *Bridges* 5519—Ignorance accounted for, *Hardcastle* 4922; *Bridges* 5519;—might be prevented, *Hardcastle* 4923—Inability of children subsequently to earn a livelihood, *Bridges* 5520.

Training in produces immorality, incapacity, temper; girls from, less able to bear temptations of world than those from cottage homes, *Horsley* 5742. 4743;—all girls from have same characteristics, *i.e.*, are incapable of virtue, are passive, &c., *ib.* 5744. 5745;—training of children's faculties neglected, *Charles* 5833. 5836;—training of girls in, for domestic purposes, bad; are not taught economy, *ib.* 5841;—nor common sense, *ib.* 5844; *Rep.* viii.

Difficulty of keeping servants coming from disputed, *Hardcastle* 4860.

Girls from, are a class by themselves, and easily distinguished, *Horsley* 5738-5740. 5744, 5745; *Rep.* viii, ix;—five per cent. go to the bad afterwards, *Brandreth* 5622;—many go wrong, *Sherrard* 2828;—contrary opinion, *Hardcastle* 4893, 4894. 4897; *Charles* 5834, 5835;—immorality attributed to inability to get situations, *ib.* 5836—Girls from, turn out extremely well, *Hardcastle* 4864; *Hadden* 5383, 5384.

Technical training in, advocated, *Jones* 3479; *Charles* 5850;—is practised in Whitechapel, *Vallance* 4599—Training in cottage homes preferred, *Charles* 5848, 5849; *Horsley* 5743.

Children of widows sent there, *Jones* 3420, 3421;—should not be confined to such, *Brandreth* 5530, 5531;—uncleanliness in, *Horsley* 5818.

Permission to send all children there immediately on admission to workhouse advocated, *Hardcastle* 4839.

Preferred to boarding-out system, because of greater supervision by guardians, *Jones* 3452-3456;—preferred for boys only, *Brandreth* 5601;—who do not suffer so much from massing as girls, *Horsley* 5814.

Their size attributed to consequent high salary of head master, *Bridges* 5519;—objected to as being too large, *Hardcastle* 4834; *Hadden* 5444-5446. 5195; *Horsley* 5789-5792; *Rep.* ix;—contrary opinion, *Acworth* 5195—Two hundred children sufficient for one school, *Hardcastle* 4920, 4921;—this too large, *Horsley* 5782;—thirty enough to ensure proper supervision, *ib.* 5816.

System encourages parents to come to workhouse, *Charles* 5843.

Evil effects of children being kept there from two years old to fourteen, *Hardcastle* 4858. 4859;—from three to fourteen, *Hadden* 5447-5454.

Education in is satisfactory, *Vallance* 4598;—contrary opinion, *Hadden* 5367, 5368; *Charles* 5841-5846—Trouble given by "ins-and-outs," whose children are sent there, *Twining* 2989 *et seq.*

Suggestion for curtailing power of parents to remove their children from, *Hadden* 5413, 5414;—that guardians should have power to detain children of workhouse parents in for three months, *ib.* 5421-5425.

Unsatisfactory state of law with regard to apprenticing boys from, with statistics *Hadden* 5372, 5373, 5374, 5377-5380, 5382, 5387-5390—Out-door apprenticeship advocated, *ib.* 5374, 5381, 5390—In-door and out-door apprenticeship explained, *ib.* 5375, 5376.

Should be abolished, *Sherrard* 2887; *Hardcastle* 4865; *Horsley* 5748, 5815—Cost of doing so too great, *Hardcastle* 4865-4870—Should be abolished and boarding-out substituted, *Charles* 5838—Their buildings might then be utilized as technical schools, *ib.* 5850—School at Plashet, *Pell* 1412. 1572; *Turner* 1637;—at Leavesden, *Allen* 3161.

District Visitors. See also *Clergy.* Should have nothing to do with giving relief, *Crowder* 1968—Know nearly all deserving cases in Kensington, *Twining* 3024.

Divided Parishes and Poor Law Amendment Act, 1876. Empowers boards of guardians to pay school fees in certain circumstances, *Pell* 1601—Prescribes three years' residence in union as settlement; its disadvantages, and suggested abolition or suspension, *Vallance* 4546.

Dock Labourers. See *Labourers.*

Dogle, Mr. Sent by Local Government Board to Canada to report on emigrated children; report unfavourable, *Brandreth* 5610.

Doles. System of, as Poor Law relief, objected to, *Hardcastle* 4797-4799; *Alexander* 4995; *Rep.* iv.

Report, 1888—*continued.**Doles*—continued.

When once given never discontinued, except for misconduct, *Alexander* 4909—System resorted to in Wandsworth without evil effects on wages, *Ball* 5988–5990—Great harm done to poor by, *Hill* 1666, 1684, 1710, 1773 *seq.*—Relief given by as bad as relief given from rates, *ib.* 1708—If discontinued, relatives would probably help, *Rep.* iv—Bad effects of on wages, *ib.*

Drunkenness. Evil of diminished of late years, *Hill* 1740—One of three great causes of poverty, *Peck* 2651–2652; *Holland* 5025.

Dudgeon & Co. Failure of ship-building firm in 1866, *Pell* 1474.

Dunne-Gardiner, Mr. Member of Charity Organisation Society; is authority, and has written on the necessity of diminishing out-door relief, and of creating sympathy between rich and poor, *Compton* 3865.

Dwellings of Poor. Can be built to pay, *Hill* 1731—General account of model dwellings, *ib.* 1743–1751.

E.

Early Marriages:

Great evils of and suggestion for their suppression, *Turner* 1617–1623; *Crowder* 1825—Tend to make people careless, *Crowder* 1949–1951—Suppression of might tend to increase of vice, *ib.*—No evil, if over-production of children can be prevented, *Peck* 279 *et seq.*—Cases of extreme want in Paddington caused by, *Sherrard* 2831—Caused by over-crowding of poor, *Sherrard* 2848.

Eastbourne, excellent condition of children boarded out in union of, *Hull* 3961, 3962;—children at suffering from skin disease, some cured by influence of boarding out—*ib.* 3984.

Edgcombe, Mr., Honorary Secretary of Charity Organisation Committee at Kensington; his report as to action of the society in Kensington in co-operating with the Poor Law guardians to relieve distress, *Lock* 4078.

Edmonton, pauper school at, *Owen* 50.

Education Department, suggestion that the Poor Law schools should be placed under management of, *Hadden* 5370.

Education of Pauper Children Act, 1862:

Gives Local Government Board power to certify schools for pauper children, *Owen* 73;—these powers much used for Roman Catholic and Hebrew children, *ib.* 74; *Vallence* 4509; *Alexander* 4965, 4966;—enables guardians to send blind, deaf and dumb, lamed, deformed, or idiotic children to schools certified by the Local Government Board, *Lock* 4103.

Eggs. Suggestion that eggs and bacon and poultry should be produced in our work-houses in place of the present unproductive labour;—how this system would compete with producers outside discussed, *Mills* 2291–2296.

Elberfeld, system of inapplicable to England, *Davy* 1031–1032; *Jones* 1220;—praised but inapplicable here, *Lock* 4107, 4108, 4109, 4125—Approved as regards almoners *Crowder* 1872.

Electricity. Much used in infirmaries and dispensaries;—should be used with great discrimination, *Bridges* 5509, 5510;—instances of cures effected by its application concurrently with other things, *ib.* 5485, 5511.

Elementary Education Acts. Do not affect the 50,000 children at present educated in Poor Law schools, *Hadden* 5368.

Elementary Schools. Suggestion that all pauper children should be educated at, *Davy* 928, 988–991.

Elizabeth, Queen. Statute of concerning the poor is ambiguous, *Davy* 899, 976.

Emigration.

Report, 1888—continued.

Emigration. Powers of guardians with regard to, *Owen* 98;—conditions laid down with regard to by Local Government Board, *ib.* 100—These powers recently exercised to emigrate 711 children to Canada last year, *ib.* 99—Of people from St. Georges-in-the-East, thrown into distress by shipbuilding collapse of 1866, *Pell* 1478-1483. 1577-1581;—only remedy for such poverty as exists there, *Turner* 1627 *et seq.*;—people must be trained for it, *ib.* 1649;—labour colony for this object suggested, *Sherrard* 2939. 2948.

Many in Paddington suitable for, *Sherrard* 2949 *et seq.*—Dr. Barnardo's action with regard to, *Sherrard* 2869. 2969.

Suggested as a remedy for present distress, *Compton* 3695;—for those on verge of pauperism, *ib.* 3747.

Canadian Government issued reports to Local Government Board on condition of children emigrated to Canada, *Owen* 101-185;—these so satisfactory that 411 children were sent to Canada at cost of rates last year, *ib.* 102, 103. 185—Of pauper children to Canada, *Sherrard* 2866 *et seq.*—Necessary on a large scale, *ib.* 1846—Suggested as a proper means for disposing of children of vicious parents, *ib.* 2852. 2865 *et seq.* 2936—Great care should be exercised in carrying it out, *Owen* 187; *Hedley* 696.

Girls should be emigrated when young, for fear of being turned into domestic drudges, *Hedley* 696. 768.

Should be resorted to in London by guardians in congested districts only, *Owen* 154. 157—On a large scale in the metropolis would cause a demand for labour and influx of people; this no great evil, but on the whole would not benefit London, *ib.* 238-248;—intending emigrants would be thus partially employed, *ib.* 249-51;—would reduce competition, *Sherrard*, 2942 *et seq.*

Desirable that guardians in the country should assist adults to emigrate, *Owen* 151;—not feasible for pauper adults, *Hedley* 697;—objected to unless helped by charity, *Billing* 2432—Cases of nine casuals emigrated by help of Charity Organisation Society, *Valpy* 4712, 4714—Case of, by Jewish Board of Guardians, *Alexander* 4981-4983—Roman Catholic children emigrated from City of London Union, *Hadden* 5409-5411.

Resorted to in Kensington for orphan and deserted children, *Brandreth* 5606-5609.

Successful emigration from Marylebone, St. Giles', and St. George's, *Kitto* 3526. 3542.

Would be advanced if men knew where they could go to, *Compton* 3711;—objection that the colonies and United States will not take paupers, *ib.*—Pauper school children make the best emigrants, and those only should be sent to Canada who have been longest under control of guardians, *Owen* 256;—is a cheap way of disposing of pauper children, *Hedley* 695.

Effects of, only temporary, *Owen* 153—Bad results of, from Ireland in 1882, *Compton* 3875-3881.

Suggestion that regular reports on condition of those emigrated should be issued, *Brandreth* 5610—Should be State-aided, *Turner* 1627, 1628;—large State-aided system of in combination with pauper-farms advocated, *Compton* 3709-3723.

Removal of restrictions against rate-aided suggested, *Billing* 2430, 2431. 2437; *Hadden* 5405—Guardians should be allowed to spend more money on, *Hadden* 5406-5408. 5412; *Rep.* vii—Rate-aided preferred to charity-aided, *Kitto* 3635;—former objected to by colonies, *ib.* 3639, 3640—Joint action between charitable societies and guardians suggested to further emigration, *ib.* 3637, 3638.

Employment. If made easy to obtain by charitable means in winter would affect summer wage, and cause immigration to London, *Kitto* 3538-3541. 3548.

"*Endymion.*" Hospital ship for accommodation of officers connected with small-pox cases among poor, and belonging to the Metropolitan Asylums Board, *Owen* 39.

Epsom. Guardians of, now board out orphans and deserted children at 4 s. and 5 s. a head, instead of sending them to workhouse-schools, which costs them 8 s. a head, *Horsley* 5752. 5830.

Esher. Children boarded out there from Marylebone union, *Jones* 3457.

Essex. Waste and cheap land in, which might be utilised by London guardians for giving work to their unemployed, *Mills* 2251. 2299, 2300;—existing agricultural labourer would not consider himself aggrieved by such a process, as it would tend to take off the superfluous labour in the market, *ib.* 2250. 2249.

Exceptional Cases. Treatment of, in St. George's-in-the-East, *Pell* 1401, 1402; *Crowder* 1850—Should not be dealt with by private charity, *Crowder* 1851-1853. 1862-1864; *Jay* 2166—Should be treated by the rich, *Crowder* 1865-1870;—must sometimes be dealt with by out-door relief, *Sherrard* 2909-2915; *Allen* 3091.

“*Exmouth.*” Training ship belonging to Metropolitan Asylums Board, *Owen* 43; *Hall* 3949—Report showing satisfactory results from its establishment, *Owen* 44;—refractory boys sent there by guardians, *ib.* 45, 46;—boys physically fit are sent there from Whitechapel Union, *Vallance* 4509;—22 on board of, from St. George’s, Hanover-square Union, *Hardcastle* 4830; an excellent institution, *ib.* 4833.

F.

Factories and Workshops Act, 1878.

Suggestion that workhouse workshops should be included in it, *Waugh* 5855. 5951–5952. 5954.

Farms, Pauper. (See under *Paupers.*)

Finland. Every state child boarded out in, *Horsley* 5749.

Flowers. Often bought by poor for their homes, *Hill* 1740. 1772.

Foreigners. Immigration of, to East London, *Billing* 2404, 2407—In Spitalfields, are chiefly pauper Jews waiting to be hired under sweating system, *ib.* 2448, 2449; are very numerous in St. George’s-in-the-East, *Pell* 1395; influx of, increases difficulty of poor law relief, *Sherrard* 2786;—is injurious to English workmen, *ib.* 2845; if indigent, should not be allowed to land here, *Billing* 2450–2454.

Foresters’ Friendly Society. Ten out of 500 applicants for charity belonged, in St. Saviour’s, and twelve out of the same number in Marylebone, *Lock* 4171—Boys’ lodge attached to, at Stepney; system of advocated to encourage thrift, *ib.* 4201, 4202; *Valpy* 4752.

Forest Gate District School. Pauper children sent to from Whitechapel Union, *Vallance* 4509;—boys taught handicrafts and music, &c.; girls trained to domestic uses, and given separate apartments; endeavours made to individualise the inmates; is not under cottage system; no foster parents, *ib.* 4599, 4600.

Foster Parents. See also *Cottage Homes.* Appointed to look after children in pauper schools on cottage home principle, *Owen* 50;—conditions they have to fulfil, *ib.* 77–81;—are allowed 4 s. a week per head by authority of Local Government Board for the maintenance of children, exclusive of clothing, *Hall* 4044–4046; are actuated by real interest of children under their care, *ib.* 3994, 3995;—no difficulty experienced in procuring them, *Horsley* 5799, 5800.

Fredericksoord. Institution there for giving work to the unemployed; a colony which accommodates nearly 2,000 people, not under Government control; originated with General Van des Bosch in 1818 to bring unemployed labour to work on waste lands of Holland; colony measures now sixteen miles, all reclaimed waste land; men come to it voluntarily and are not compelled to stay, and are self-supporting, *Mills* 2197–2200. 2330;—they have their own allotments, and sell cheese and butter, *ib.* 2262;—from the fact of the food being all consumed on the spot, the land has been rapidly improved by constant free manure, *ib.* 2303.

Freeman, Mr. Instituted an inquiry as to how charity societies in Marylebone administered relief, which brought to light several undeserving cases, *Lock* 4113–4125.

Free Meals. Giving of to children disapproved of, *Crowder* 1937–1940;—may be unobjectionable under certain circumstances, *ib.* 1944–1948; *Holland* 5036. 5038–5040—Mr. Jay’s arrangements for giving them, *Jay* 2137 *seq.*;—are given at Kilburn, *Allen* 3165.

Friendly Societies. Establishment of juvenile ones advocated, *Valpy* 4748;—existing juvenile societies described, *ib.* 4749–4752.

Frost. A long one causes exceptional distress in London, *Crowder* 1816.

Fulham. Average cost of a child in workhouse, and district school in is 12 s. a week, *Horsley* 5756—Children sent to district school of at two years old, and kept till fourteen; bad results of this, *Hardcastle* 4858, 4859—Union of, shares Ashford schools with St. George’s, Hanover-square, and Paddington, *Sherrard* 2827.

Report, 1888—continued.

G.

Garland, Mr., Chairman of Bradfield Board of Guardians, effected reduction in out-door relief there, *Henley* 585.

George Yard Ragged Schools. See *Ragged Schools*.

Germany. License for selling in streets necessary in, *Davy* 925, 926 ;—stringent measures employed in against men who refuse proffered work, *ib.* 1028.

Fear among Poor Law officials of poor setting up title to relief, *Davy* 899.

System of relief prevailing in, *ib.* 900 ;—of pauper records in, *ib.* 942-945 ;—of training paupers on the land, advocated for pick of our casual ward cases, *Loch* 4158, 4164 ;—system described ; is superior to Dutch system, *ib.* 4163.

Gifford Street. Case of destitute and breakfastless children in Board School at, *Mearns* 4290-4295.

Girls. See also *Pauper Children, District Schools, &c.*—Difficulty of dealing with weak-minded after leaving workhouse-schools, *Loch* 4104.

Goschen's Act. See *Metropolitan Poor Amendment Act*, 1870.

Government, Her Majesty's, advance money in aid of emigration from Ireland, *Compton* 3877, 3881.

Great Ormond Street Children's Hospital. Investigation of cases at, by Charity Organisation Society ; result, out of 8,798 cases referred Charity Organisation, 4,571 only came ; of these 786 tickets were not stamped, leaving 3,788 as permanent out-patients of, *Loch* 4146.

Greenwich. See also *Lambert's Evidence.*—Ratio of indoor and out-door pauperism in per thousand compared with that in London, *Lambert* 2526—Highest number of out-door paupers for 1888 in one week was 5,141, in 1887 it was 4,249, and in 1886 it was 3,608 ; *ib.* 2527 ;—how accounted for, *ib.* 2528, 2529, 2557, 2563-2565.

Statistics of number in labour-yard at, *Lambert* 2540—If labour-yard were open all the year, out of 400 there would always be 200 in it who take labour-yard as a convenient way of doing very little and earning a regular wage, *ib.* 2543 ;—ought to be closed, and Whitechapel workhouse system substituted, *ib.* 2545-2548.

System of out-door relief in, very lax, *ib.* 2530 ;—difficulty of abolishing it, *ib.* 2573, 2574—Rates in, would be lessened if restricted, *ib.* 2560-2562.

Workhouse test seldom applied, *ib.* 2531, 2532.

Mr. Williams' Charity in ; bad effects of, *ib.* 2566-2571—Only organised charity in is branch of Charity Organisation Society, *ib.* 2572, 2575.

Medical provident societies in, *ib.* 2576, 2577—Medical relief in, freely given, *ib.* 2578, 2579—Infirmary accommodation in workhouse of, *ib.* 2558, 2559, 2582, 2583.

Benefits from Metropolitan Common Fund, *ib.* 2584.

Method adopted in, of dealing with partially disabled men with a family, *ib.* 2600-2603.

GUARDIANS, POOR LAW. Duty of, to give relief as necessities of case require, *Owen* 9—May ask unlimited amount for relief of destitution, *ib.* 16.

Strict administration of, cause for decrease in pauperism, *Owen* 32. 170—Nearly all subscribe to Association for Befriending Young Servants, *ib.* 50.

Have greater facilities in the country than in London for inquiring into individual cases, *Allen* 3126.

Class of have improved, *Loch* 4269 ;—in country are not so progressive as in town, *Hall* 3999. 4000.

Their powers with regard to emigration, *Owen* 98—Recently much used for emigrating to Canada, *ib.* 99.

Compel pauper's relatives to assist by withholding as much out-door relief as possible, *Owen* 170-175.

Report, 1888—*continued*.GUARDIANS, POOR LAW—*continued*.*Conferences of :*

District conferences of, are held and a general one in London for the whole country, where questions of policy discussed, *Owen* 264—A general conference advocated to effect the adoption of a uniform system in groups of London parishes, *ib.* 265.

Discretion of, should be restricted, *Crowder* 1872;—should have powers to pass bye-laws, *ib.*; *Loch* 867-869; *Vallance* 4557; *Rep.* x.

Election of :

In metropolitan district are elected annually, *Hedley* 625.

St. George's-in-the-East and St. Giles have applied for triennial elections, *ib.* 625.

Triennial elections approved, *ib.* 626; *Hedley* 738-741. 774-779; *Jones* 1225-1227, 1259, 1260; *Acworth* 5213;—this can be done by Local Government Board under Poor Law Amendment Act, 1834; *ib.* 729-737;—should be elected for three years, one-third retiring annually, *Crowder* 1873. 1930-1932;—this objected to, *Davies* 1371-1374—Triennial elections of whole board objected to, *Davy* 961.

Retirement of one-third annually advocated, *ib.* 962, 963; *Rep.* x;—annual preferred to triennial, so long as consistency maintained, *Loch* 4226,—certain number should retire annually, *ib.* 4227.

Election of, is annual in Marylebone, *Davies* 1369, 1370.

Suggestion that administrators of relief should be nominated, *Acworth* 5213;—districts divided for this purpose into wards, *ib.* 5214, 5215. 5232-5234 — Rating qualification for nominated guardians should be abolished, *Crowder* 1872 — Local qualifications for should be abolished, *Loch* 4181. 4273, 4274.

Elections of in Streatham; do not turn on politics, *Acworth* 5219;—in Battersea they do, *ib.* 5219.

Evils of election of, during times of disturbance, *Davy* 864, 865:—politics enter too much into question of election of, *Crowder* 1969—Should be elected same as School Board, *Allen* 3175;—elected ones manage whole relief in towns, *Henley* 616.

Uniformity among :

Impracticable to have uniform rules for all boards of, *Henley* 388. 453;—action of Liverpool group of, to secure uniformity, *ib.* 478, 479— Ditto of Manchester group, *Henley* 492. 495, 496; *App.* 669.

In unions where relief committees appointed weekly no measures taken to secure it, *ib.* 634, 635.

Uniformity of action advocated, *Hedley* 640-642; *Compton* 3785, 3786. 3789; *Rep.* x— Might be secured by inquiry being instituted into present divergencies; by establishment of central control and by Metropolitan Poor Law conferences, *Loch* 4263-4266;—by action of Local Government Board, *ib.* 4267, 4268;—by passing of bye-laws, *ib.* 4273; *Rep.* x.

Absence of it a bar to effective administration of relief, especially out-door, *Loch* 4270-4272— Intercommunication among guardians advocated, *Jones* 1257, 1258.

Ex-officio guardians favour in-door relief, elected ones prefer out-door; education and experience soon produce preference for in-door, *Henley* 615; they seldom attend in the country, *ib.* 616.

Should have great latitude in administering relief, *ib.* 457; *Horn* 3364.

Do not co-operate with charity in Birmingham group, *Henley* 392 — Ceased enforcing Art. 6 of Out-door Regulation Order, except in times of great pressure, *ib.* 339.

Their powers should not be restricted by Standing Orders;—sufficiently restricted already by Local Government Board, *ib.* 636, 637— Defined principles for administration of relief would lead to restriction, *ib.* 638.

Are strengthened by Local Government Board Orders in difficult times, *Davy* 862, 863.

Present discretion of, should not be fettered, *ib.* 866— Should not be able to administer relief in their own electoral district, *ib.* 869.

Action of, in giving relief in addition to charity, *ib.* 1038. 1041-1043.

Better

Report, 1888—continued.

GUARDIANS, POOR LAW—continued.

Uniformity among—continued.

Better able to cultivate land at a profit than ordinary farmer, *Mills* 2302, 2303. 2306-2309. 2319.

Co-operation of, with refuges advocated, *Loch* 4159-4162; concerted action between guardians and voluntary agents for relief of distress advocated, *Rep.* x.

Increased powers of detention much needed, *Twining* 2988;—suggestions for giving them, *ib.* 3031; *Bowden* 5676. 5678—Suggestion that they should be given powers to detain applicants for relief, till reliable information about them is obtained, *ib.* 5686-5689—Should be given extra powers of detention, to check “ins-and-outs,” *Billing* 2420—Should have power to send wayfarers to workhouse for night instead of to casual ward, *ib.* 2426, 2427.

Boarding-out Powers, &c.:

Ignorance of with regard to boarding-out system, *Hall* 3991-3993. 4033. 4050—Should have power to pay boarding-out committees in advance, *ib.* 4023—Their powers with regard to certified boarding-out committees, *ib.* 4049, 4050;—with regard to the afflicted being sent to hospitals and asylums with power to subscribe to them should be more fully acted upon, *Loch* 4102-4105. 4255—Object to boarding-out through ignorance and prejudice, *Horsley* 5750, 5751. 5757. 5763.

Should act upon their permissive powers, and deal with individual cases rather than the masses, *Loch* 4140.

Duty of, to give food and lodging to all destitute applicants, *Kitto* 3495, 3496.

Suggestion that they should be able to offer better shelter for those above absolutely destitute class, *ib.* 3497-3503—In country should find work for their own unemployed, *ib.* 3579—Duty of in offering relief, to offer it to whole family, *Vallance* 4470-4472. 4475.

Should have same power of attaching pension received by pauper from private source, as they have of attaching Army or Navy pension, *Hardcastle* 4851; *Rep.* xi.

Jewish Board of, &c.:

Relief given by is a combination of ordinary Poor Law relief with extensive charity, *Alexander* 4992—Know all the Jewish poor of the Metropolis; keep full registers of them, *ib.* 4998.

Should undertake work such as is done by labour loan society, *Holland* 5021-5023.

Instance of guardians taking only minute to investigate each individual case for relief, *ib.* 5214—Subscribe to hospitals, and have same privileges as any other subscriber, *Bridges* 5468, 5469. 5471-5473.

Suggestion that master of workhouse, the clerk, the doctor, and chaplain, should sit and vote on board of, *Bowden* 5679-5683. 5704, 5705;—drawbacks to this, *ib.* 5724, 5725—That magistrate of district and representative of local charities should also attend, *ib.* 5684, 5685;—that representatives of Local Government Board should sit on board of, *ib.* 5725—Should pay more attention to their subordinate officers, *ib.* 5732.

Have no right to enter workhouse except as visiting committee, *ib.* 5771. 5787;—this objected to, *ib.* 5786—Rota of, instituted to secure inspection; this approved, *ib.* 5772-5774;—objected to, *ib.* 5778-5783.

Suggestion that whole board of should be constituted visiting committee, *Horsley* 5787—Case of one who is on rota one fortnight in year, and is never present, *ib.* 5771—Case of guardian being reported to board by master of workhouse, for entering without notice, *ib.* 5785—Duty of visiting committee of to visit workhouse and report once a week, *ib.* 5775-5777.

Guardians and Pauper Children:

Are actuated by children's interest, not saving of rates, in keeping up district schools, *Horsley* 5828, 5829—Their slackness in prosecuting cases of starvation of children, *Waugh* 5858—Instance of a couple with seven children who were being starved, and where guardians ought to have taken action, but did not, *ib.* 5860-5865;—other similar cases, *ib.* 5867, 5868. 5870-5877—Duty of clerk to board to take proceedings and advise in starvation cases, *ib.* 5877-5879—Guardians can act on information from other sources, *ib.* 5800—Suggestion they should be entirely relieved of taking legal proceedings, *ib.* 5894;—that they should have power to appoint relation of good character as legal custodian of children of vicious parents, *ib.* 5894;—

Report, 1888—continued.

GUARDIANS, POOR LAW—continued.

Guardians and Pauper Children—continued.

that they should have same powers as to their custody, as now possessed under Industrial Schools Act, *ib.* 5931-5937, 5971.

Influence on, of Metropolitan Poor Amendment Act, 1870, towards restriction of out-door relief, *ib.*;—ought to employ a weekly visitor to inquire into the cases of applicants for relief at 25 s. a week, *Harding* 3648—Their action in sending applicants for relief to that union in which they have been resident for a year, *Compton* 3779, 3780;—in sending back to country those who have come to London, *Kitto* 3553.

Have power to interpose and proceed against the parent or guardian of a child under fourteen who maltreats it, *Vallance* 4578.

Adequacy of their powers to relieve destitution of Metropolis, *Rep.* iii.

H.

Hackney. See also *Jay's Evidence*.

System of out-relief in, bad; relief given promiscuously, *Jay* 2107-2110—Demoralises the poor, *ib.* 2111—Did not diminish private charity, *ib.* 2120—Difficult to compare it with St. George's-in-the-East, *ib.* 2115—Is a rich union, *ib.* 2108—Large number of, intermittently employed in, *ib.* 2122-2124—Guardians in, very partial, *ib.* 2113—Have no fixed system, *ib.* 2130—Great evils caused in, by absence of proper inquiry, and by insufficient number of relieving officers, *ib.* 2127-2129.

St. George's-in-the-East system should be gradually introduced into, *ib.* 2125.

HADDEN, REV. ROBERT HENRY. (Analysis of his Evidence):

Is Vicar of Aldgate, was Curate of Bishopsgate and St. George's-in-the-East; has been guardian of City of London Union since 1818; is chairman of workhouse committee; manager of Central London district schools, and was chairman of Educational Committee, 5330-5333. 5459.

Explains that very high proportion per thousand who receive parish relief (*i.e.*, 62·2 compared with 24·2 for the whole of London) arises from population being an exclusively poor one, 5334—Also to large amount of out-relief formerly given, 5430-5432—Difference as compared with St. George's-in-the-East (33·9) arises from out door relief having been abolished in latter union, 5335.

Explains system of granting relief pursued by his board:—

Out-door Relief:

That a sick, able-bodied head of family, if respectable, is given out-door relief, 5336—If out of work and not sick, is given work at labour yard; wages, 8 d. a day and equivalent of 8 d. in food, if single; if married, 1 s. a day and same food, 5337—When labour yard closed, which is the case for three months in summer, is sent to workhouse, 5338, 5339.

That the aged and infirm able to earn insufficient wages are given out-door relief; able to earn nothing, are taken with their family into workhouse, 5340-5342.

That widows with children are given out-relief, and some of children taken to district school, or, all the children taken and widow left to earn for herself; able-bodied widow required to support some of her children, 5343, 5344.

States policy of board is to require all applicants for relief, except in special circumstances, to enter workhouse; but, owing to special tendencies of guardians, is not always acted on, 5345—Complains they are too tender-hearted, and disposed rather to dispense charity than relieve destitution; result has been to increase destitution and demoralise population, 5346-5348.

Labour Yard:

States there are generally five or six in labour yard at a time; that of these very few, if offered "the house," would refuse it; that formerly single men were admitted; this discontinued; that system creates paupers, 5349-5352—That there has been no exceptional distress of late years could deal with whole pauperism without a labour yard, 5353, 5354.

Report, 1888—continued.

HADDEN, REV. ROBERT HENRY. (Analysis of his Evidence)—continued.

Casual Ward :

States there is a casual ward; objects to the system; has only met with three hopeful cases in it; would abolish distinction between ordinary and casual pauperism in London, 5355-5358. 5395.

Casuals :

Suggests the granting of further powers to guardians for detention of casuals and ins-and-outs; that Local Government Board should apply for statutory power in that direction, 5392, 5393—Wants detention of a casual to be long enough to enable guardians to settle their condition, 5394.

Infirmary :

States there is a separate infirmary; favours clinical teaching there, which works well in Liverpool, 5359, 5360—States there is a prejudice among the poor against infirmaries where none exists against hospitals; disagrees with statement that improved condition of infirmaries attract poor, 5361-5363.

Boarding-out :

States there is no boarding-out in City; children sent to Central London district school, 5364-5366—Education there fairly satisfactory, 5367—Personally prefers boarding-out, 5371.

District Schools, &c. :

Is dissatisfied with the education given in Poor Law schools; ought to be brought up to standard of modern days; these schools under same regulations as in 1848, and children entirely outside Elementary Education Acts, 5367, 5368—Explains that at present education of children dependent on chance composition of board of guardians or managers; suggests schools should be placed under Education Department and Order of 1848 revised, 5369, 5370. 5396-5399.

Apprenticing :

Shows by statistics unsatisfactory state of law with respect to apprenticing boys, 5372.

Complains of present bad regulations, which are forty years old, and based on in-door apprenticeship, which in London is obsolete; that some masters receive boys only for 10*l.* premium; paid 5*l.* on taking the boy and 5*l.* at end of first year, when boy generally disappears, 5373—Suggests guardians should be empowered by Local Government Board to make boys out-door apprentices, 5374. 5390.

Explains that an in-door apprentice is a boy living with his master; that this impossible in City; that an out-door apprentice is a boy indentured to a master who is not responsible for him out of work hours, 5375, 5376.

Instances two cases where help from the Local Government Board for apprenticing out was asked, in one of which boy was allowed to be apprenticed to a carpenter and live at the Home for Working Boys, and, in the other, boy was not allowed to be apprenticed and live with his mother, 5377-5380—Work, however, found for him independently, 5382—Wishes the regulations altered, 5381. 5387-5390—With regard to the girls, states they are placed out satisfactorily, and subsequent careers traced by help of Metropolitan Association for Befriending Young Servants, 5383, 5384.

Suggests revision of Consolidated Orders issued by the Local Government Board, which savours too much of antiquity, 5386. 5391—More especially with regard to question of apprenticeship, 5387-5390.

Poor Law Schools :

Suggests revision of Order relating to Parliamentary Grant for teachers' salaries in Poor Law schools, 5400—At present no guarantee as to its proper distribution, *e.g.*, disparities shown between schools of similar class, 5401, 5402—Grant should be distributed on results of examination, or in nature of a merit grant, as under Code, 5403, 5404.

Emigration :

Suggests guardians should have further powers with regard to emigration of children; that they should be empowered to spend 5*l.* more on each case, 5405-5408. 5412—States his board have emigrated fifteen or twenty Roman Catholic children to Canada and Cape within last four or five years, 5409-5411.

Vicious Parents :

Suggests guardians should have statutory power to curtail parental control in certain cases where parents of children in district school are either in workhouse or widow is (70—IND.)

Report, 1888—*continued.*

HADDEN, REV. ROBERT HENRY. (Analysis of his Evidence)—*continued.*

Vicious Parents—*continued.*

outside; such parents should not have power to vex guardians by demanding to have their children backwards and forwards from district schools, 5413, 5414—Would deprive admittedly disreputable parents of such control as is done in some States of America, *e.g.*, Boston, 5414-5417—Admits difficulty of defining what degree of disreputability would cause loss of parental control, but would leave that to a magistrate, 5418—Personally considers a parent who frequents workhouses, gets constantly drunk, and drags children up and down country, &c., equally vicious with one whose offences are easily definable by law, but admits there are practical difficulties in way of embodying such offences in an Act, 5418-5420.

Suggests powers should be given to guardians to detain children of parents who are in workhouse, in district schools for three months, detaining parents at same time in workhouse, 5421-5425.

Considers that, with the exceptions of Orders relating to apprenticeship, and Parliamentary Grant, the Local Government Board Regulations are fairly satisfactory, but that they might all be revised and simplified, 5426-5429—That, like other institutions, the Local Government Board should be revised as time goes on, 5455.

Charity:

States there is very little co-operation with charitable associations and his board; would like to see more, 5385—Vast sums given by City charities pauperise the people, 5433, 5434—This being gradually rectified by Act of 1883 for redistribution of City parochial charities, and instances Bishopsgate, 5435.

Favours a stricter administration of the Poor Law, 5436.

Workhouse Schools:

States inspection of workhouse schools has not altered since 1862; that in 1848 inspectors were under Privy Council; in 1862 were placed under Poor Law Board by Mr. Villiers, 5437. 5440, 5441—That at present the whole of the inspection of Poor Law schools is done by four Local Government Board inspectors, who are distinct from "H. M.'s school inspectors," 5438, 5439. 5442.

Hanwell District School:

States his district school contains 1,200 children, and is second largest, 5456-5458—Objects to large schools as tending to dwarf the intellect and make children mere machines, 5444-5446.

Acknowledges that, if orphans are deserted, children are kept in district school from three to fourteen years of age without contact with outer world, unless by private benevolence, 5447-5450—Condemns system as injurious to both sexes, 5451-5453—As expensive to keep up, 5454.

Hagger, Mr. Vestry clerk at Liverpool; admits wretched state of the vagrant's wards, but states that condition of inmates ought to be worse than that of the industrious poor, *Mills* 2389.

HAGGER, MR. HENRY JOSEPH. (Analysis of his Evidence):

Is vestry clerk and clerk to Liverpool guardians, and referred to by Mr. Mills in his evidence (2389), 6051, 6052;—has been clerk for twenty-eight years, 6059;—has frequently before this inquiry visited the casual ward, 6065—Considers Mr. Mills' evidence with regard to casual wards (2204 *et seq.*) somewhat misleading, 6053;—denies that Mr. Mills complained to him of a man's fingers bleeding from picking oakum (*see* 2206);—admits he conversed in his own office with Mr. Mills, but denies that he took him into workhouse bakery, 6054.

Casual Ward:

As regards condition of tramp at casual ward as described by Mr. Mills (2204-2206) states it to be inaccurate; describes the building; denies the proportions of oakum-picking galleries as described by Mr. Mills; that there is no iron door in the place; states there were twenty-six at work on day that it was visited by Mr. Mills; passages are 11 feet 3 inches high, 6055, 6056—States no complaint was ever made to guardians, or by anyone of undue severity exercised by tramp master (*Mills* 2206), who is now dead, 6057, 6058. 6066, 6067;—was clerk at time charge made by Mr. Mills, 6059, 6060.

States there is no classification between tramp and respectable man made in casual ward except as regards treatment; instances resolution of board (January 1883) by which

Report, 1888—*continued*.

HAGGER, MR. HENRY JOSEPH. (Analysis of his Evidence)—*continued*.

Casual Ward—*continued*.

which a *bonâ fide* seeker of work should be detained one night only, and be set a reduced task which he could do immediately on admission, 6061—States thorough classification to be impracticable, 6062-6064.

Half-Timers. See *Burnley*.

Hall, Mr. Member for Oxford; opposes co-operation of charity with Poor Law guardians in Oxford on grounds of insufficiency of out-door relief there, *Henley* 516-550. 556, 557.

HALL, MISS WILHELMINA L. (Analysis of her Evidence):

Is Secretary of Association for Advancement of Boarding-out, 3939, 3940;—has been guardian of poor for Eastbourne Union for last seven years, 3941, 3942—Gives evidence mainly on subject of boarded-out pauper children, 3943.

Maintains that main object of the Poor Law should be to remove hereditary taint of pauperism from the children under its charge by withdrawing them from pauper influences, 3944—That pauperism is hereditary, and can only be checked by educating children, 3945.

Pauper Children:

Gives statistics of number of children in receipt of State relief; these include several widows and deserted children, 3946, 3947, 3948.

States that these are educated, 24,583 in workhouse schools, or schools provided by combined unions, 7,069 in district schools, and 380 on the "Exmouth," 3949;—that 266 unions send their workhouse children to outside elementary schools, 3950.

Gives number of boarded-out children; states they come under two orders, boarding-out within order, and boarding-out without order; 148 unions act under former, and 36 under the latter, 3951-3954—That under latter order only are children under care of certified committees, 3955—That there are about 38,000 children eligible for being boarded out, including about 3,000 children of non-able-bodied paupers who are at present debarred by law from being so boarded out, 3956-3959;—that there must always be some physically or mentally incapacitated from being boarded out, 3960—Describes excellent condition of children resulting from boarding-out system in Eastbourne Union, 3961, 3962.

Cottage Homes:

Favours cottage-home system, but obstacle in way of carrying it out on large scale is, difficulty in finding proper foster parents to look after so many; it is therefore not to be compared with boarding-out system, which is also better than district schools, 3963.

Is incidentally connected with "Metropolitan Association for Befriending Young Servants," 3964.

District Schools:

States that training in district schools is distinctly undesirable for girls; that there are 600 or 700 children there, and no individuality; boys are taught trades, but there is no personal training, 3965.

Boarding-Out; Certified Committees:

States boarded-out children are brought up just like ordinary labourer, and become identified with the village where they are brought up; are taught details of household work, and at the age of fourteen form part of our servant population, and are then followed up by the certified committees, 3967;—these do their work well, but suggests that they should be inspected in order to be kept up to the mark by the Local Government Board, who at present appoint them and fail to keep themselves acquainted with their condition, 3968-3972. 3981.

Suggests that certified committees should report its changes to the Local Government Board, 3973-3975. 3978.

That filling up of vacancies or reduction in numbers of a committee should be sanctioned by the Local Government Board, 3979. 3981, 3982;—that appointment to committee should be sanctioned by them as at present, 3976.

No child can be boarded out more than five miles from residence of some member of certified committee; but reduction in numbers of committee need not necessarily diminish boarding-out operations, 3978.

Certified committees must consist of at least two members, 3980.

HALL, MISS WILHELMINA L. (Analysis of her Evidence)—*continued*.

Boarding-Out; Certified Committees—*continued*.

States that advantages of boarding-out over workhouse, is—

- (1.) That in former case child in after-life has always his adopted parent and home to go to, while in latter child has only ward of workhouse with all its evil influences, 3983.
- (2.) That children in former case are less liable to diseases, 3984.
- (3.) That intellectual abilities of children under former system are far superior; that children in workhouse schools take no interest in outside world from the force of their circumstances; that they all have a hang-dog look; that they are apathetic, and their intelligence extremely dulled, 3985.

States Leeds Union saved 1,200 *l.* by boarding-out their children under Order of 1877, in first year; that Paddington Union saved 900 *l.* by boarding out forty children instead of sending them to district school, 3988. 4058.

That system has been in use in Scotland for last forty years; that there they board out 4,000 out of a possible 5,000 children, and in some cases (*e.g.* cases of illegitimate children) take them out of custody of their parents, 3989—That system is rapidly gaining ground in Australia and New Zealand, with result of saving in New South Wales of 25 per cent., and in South Australia 36,000 *l.*, since 1873; 3990.

Supposing boarding-out system were greatly extended, anticipates difficulty not so much in providing homes as in getting children, owing to ignorance of guardians, who generally say they are not prepared to adopt it, 3991-3993.

States there is no disinclination on part of agricultural population to receive boarded-out children, instancing fact that there are at present about 260 vacancies in homes which are ready to take children; but can imagine there might be difficulty of finding homes in some parts of England, 4061, 4062.

Foster Parents:

Is convinced that foster parents are actuated by real interest and love for children under their care, and quotes Sir Charles Trevelyan, 3994, 3995—That boarded-out children are not looked down upon by other agricultural labourers; that objection that they are placed at a comparative disadvantage is advanced only by people who are antagonistic to principle, 3996—That these children in five or six months become entirely absorbed in population, and in a year's time could not be pointed out in village schools, 3997.

Bases indisposition of guardians to adopt boarding-out on—(1.) Ignorance of order regulating it; and (2.) Reluctance on part of country guardians to adopt any new system, 3998. 4033;—is not to be attributed to distrust of certified committees, 4060.

States country guardians are not so progressive as London ones, and classes farmers in Sussex who are often guardians there with tradesmen in towns, 3999—Tradesmen in her union are not more inclined to new developments than farmers, 4000.

States that Order of 1870 restricts boarding-out outside union to those unions scheduled at the end of the order, but places no restrictions on boarding-out inside union; that Local Government Board are willing to remove restriction, 4001.

Attributes limited use of boarding-out system also to the fact that Local Government Board have hitherto only tolerated system, and looked upon it with suspicion; suggests they should give more facility and information to guardians concerning boarding-out; that they should inquire into and report upon subject, 4001-4003.

Knows of no unions abandoning Order of 1870 except action of the St. Pancras Union, 4004.

Boarding-out Orders, Suggested Alterations in:

Made certain suggestions to Local Government Board of modifications in boarding-out orders; some of these modifications promised but not yet made, 4005-4007—Describes proposed modifications:—

- (1.) That every union should be admitted in schedule instead of only certified ones; this agreed to.
- (2.) That permanently bed-ridden or disabled should be allowed to be boarded-out; this agreed to.
- (3.) That restriction as to age which at present exists of from two to ten should be removed altogether, or at all events that all children under two and after ten in certain cases should be admitted; this objected to on ground that foster parents would be likely to take babies only for object of profit; meets this objection, and states that colonies give foster parents double maintenance money for babies, 4008, 4009—Contentends that 4 *s.* a week is not too much for

Report, 1888—continued.

HALL, MISS WILHELMINA L. (Analysis of her Evidence)—continued.

Boarding-out Orders, Suggested Alterations in—continued.

for actual maintenance of baby, and is not large enough to attract baby-farming, 4014—That boarding-out committee would not give out baby to woman who had one of her own, and that compared with what is given to widow in aid for her children, the 4 s. is not too much, 4014, 4015—That she has since memorialised President of Local Government Board to allow boarding-out of babies, since it is allowed in the Order of 1877 but denied Order of 1870 if they live outside union boundary, 4015.

- (4.) That Order of 1877 be assimilated to that of 1870 by creation of certified committees to superintend boarding-out; states object of this is to abolish that communication between workhouse and foster family which exists by present weekly visits of relieving officer; this was agreed to.
- (5.) That all payments for boarded-out children should be regarded as given on loan, to enable guardians to claim from a deserting parent who returns after some years to claim child, 4016-4021—States that at present there is no means by law of recovery, and that child is generally wanted by parent for improper purposes, 4016—Extends this suggestion to all State-aided children, and instances case of a boy sent to workhouse by an aunt seven years ago, who was provided a situation in Canada, and is now claimed by this same aunt, 4017-4020—Suggests that parents should be obliged to refund cost of child's maintenance during period of desertion, 4021.
- (6.) That illegitimate as well as legitimate children should be included in provisions of order; this has been practically acceded to by action of Local Government Board in St. Pancras, 4022.
- (7.) That Local Government Board should take steps to maintain efficiency of certified committees, 4023, 4049, 4050.
- (8.) That boards of guardians should have power of paying in advance; and
- (9.) That death or removal of any member of certified committee should be instantly reported to Local Government Board, 4023.

Inspection:

From her personal experience states that best cottages are selected: that, in fact, committee are bound to do so under boarding-out without order, 4024-4027, 4029—Visits her own nineteen children every six weeks or three months, 4028.

Out of about 150 children she has visited, she only found three that were rather dirtily kept, 4030—Maintains success of scheme depends on character of home selected, 4031, 4032.

Attributes discrepancy between her favourable report of boarding-out and Miss Mason's unfavourable one to fact that Miss Mason has gone more into detail and visited manufacturing districts where surroundings are rougher; recommends that standard of comfort required for boarded-out child should be no whit better than that of ordinary village child, but they should be thoroughly inspected and cared for; thinks there is great tendency among present inspectors to require too much comfort, which is unfair to respectable labourer; that strictest sanitary arrangements should be required, 4034, 4035—Does not object to any conditions contained either in boarding-out order or in letter of instructions, dated 26 November 1870, sent with it, 4036-4040—Only desires Local Government Board to add to their instructions above nine suggestions, 4041.

Necessity of keeping up efficiency of boarding-out committees shown; unfavourable report of Local Government Board of 1886; considers it to be more important to inspect committees than children, 4042—That inspection is not properly carried out at present, 4051—Admits that inspection would be of little use where homes are initially badly chosen, 4043.

Approves of inspection carried out by Local Government Board and of their sanitary regulations affecting foster parents, 4052, 4054, 4055.

Cannot form an opinion with regard to efficiency of Miss Mason's inspection owing to recent appointment, but thinks there ought to be two such inspectors instead of one, 4053, 4062.

States that Miss Mason has visited nearly all children boarded-out under Order of 1870 but not under the Order of 1877, but admits it is not her duty to do so, 4063, 4064—That children under the latter order are ill-treated and badly fed, 4065—Does not bring a charge of inadequate inspection against Government inspector, but advocates more inspection, especially of those who are responsible for children boarded-out under Order of 1877, to assimilate their inspection to that of those under Order of 1870; 4066-4070—Does not anticipate any difficulty in getting requisite certified committees, 4071.

HALL, MISS WILHELMINA L. (Analysis of her Evidence)—continued.

Cost of Boarded-out and other Children :

States whole cost of boarded-out child is 13 *l.* per annum, or 5 *s.* a week; of a workhouse child from 4 *s.* 3 *d.* to 9 *s.* 11 *d.* per week, and of district school child from 19 *l.* to 38 *l.* per annum; that cost of maintenance of children in Metropolitan Poor Law unions has risen from 97,000 *l.* in 1871, to 163,000 *l.* in 1885, which shows constant rise in cost of children brought up in district schools, 3986, 3987. 4046, 4047—Attributes this to enormous schools that are continuing to be built, 4048.

Cost of 9 *s.* 11 *d.* for workhouse child is based on average number of inmates, but even supposing cost and maintenance of building were included, still thinks guardians would gain financially by boarding-out children; admits difficulty of obtaining dependable evidence, 4056-4058.

Maintains that boarding-out is an enormous economy to ratepayers, and justifies this opinion by reading out statistics of cost of four different modes of education in area round Birmingham, 4059.

Hampstead. Success of provident dispensary in, *Hill* 1672—Infirmity at, *Twining* 3065.

Ham Yard Refuge, in Windmill-street, and visited by Mr. Valpy; investigation of inmates properly conducted so as to include only genuine working men in search of work; applicant, unless a tramp, admitted for one night, and next morning sent to local Charity Organization Committee; if they report favourably, is then taken back to refuge; may, by the rules, be kept in for a fortnight or longer; accommodation in, excellent, *Valpy* 4723. 4766.

Selected casuals from St. Giles Union sent there, *ib.* 4709.

Hanwell School. 70 per cent. of the children in suffering from ophthalmia, *Hall* 3984—About 1,200 children in, *Hardcastle* 4921; *Hadden* 5445—Is the second largest in England, and children sent there from City Union, 5365, 5366—Education given fairly satisfactory, *ib.* 5367—Is the largest concentrated district school in the world, *ib.* 5443. 5456. 5458—Should be diminished by half, *ib.* 5444.

Hard Cases. See also *Exceptional Cases*—Very often on investigation amount to nothing, *Pell* 1544.

HARDCASTLE, MR. HENRY. (Analysis of his Evidence):

Has been Poor Law guardian of St. George's, Hanover-square, Union for sixteen years; work is done by committees, and board meets once a week, 4773-4775—Is manager of West London District Schools, 4863.

Out-door Relief:

Describes change effected in system of out-door relief; in 1870 16,000 *l.* a year was expended in relieving about 5,000 people; in 1874 guardians drew up rules to govern out-door relief:—

- (1.) That a list be published every six months of those in receipt of out-door relief for more than three months.
- (2.) Notice be published on workhouse doors; &c., setting forth—
 - (a.) That out-door relief is to be regarded as an indulgence to persons of proved respectability and irresponsibly destitute.
 - (b.) That those destitute from intemperance and improvidence, with their families, will be relieved in workhouse, 4905-4908.
 - (c.) That an applicant before receiving out-door relief must prove that, when in work, he used every effort to lay by.
- (3.) That relieving officer shall visit at uncertain times once a fortnight homes of able-bodied widows, and of those relieved during temporary sickness, and chronic cases once a month, keeping a record of results.
- (4.) That no able-bodied widow with less than two children shall receive relief for more than first six months of widowhood.
- (5.) Cases of desertion relieved only during period of investigation.
- (6.) That certain recommendations of Mr. Longley's be referred to relief committee.
- (7.) That representations be made to Local Government Board informing them of resolutions come to by board.

These rules have resulted in considerably reducing amount of out-door relief, 368 only being now relieved at a cost of 2,000 *l.* a year, 4776, 4777. 4802.

Population has remained nearly stationary, 4778-4780.

With

Report, 1888—continued.

HARDCASTLE, MR. HENRY. (Analysis of his Evidence)—continued.

Rules for Out-door Relief—continued.

With regard to widows with more than three children, liberal relief at first given, children afterwards taken into the district schools, 4781.

States in certain parts of his union, especially Westminster, there is a good deal of poverty, but chiefly of loafing description, 4782, 4783—That out-door pauperism has decreased, while indoor has increased; 1,981 inmates now, compared with 1,902 last year, 4785-4787. 4852 —That poverty is about stationary, 4788.

With regard to relief of aged and infirm; average of 2 s. 6 d. a week given in money or kind to those earning from 3 s. to 5 s. a week; if absolutely destitute, or refuse information, they are taken into workhouse, 4789. 4792—Absolutely destitute and earning nothing are refused out-door relief, 4794 —Case of a breadwinner who had broken his leg might be temporarily relieved with 10 s. a week, 4793—This distinction maintained in order to encourage thrift and prevent imposition, 4795, 4796.

States personal objection to system of doles, practised by his board, as tending to lower wages and pauperise the people; pressure from outside prevents its abolition; that he lost his election by opposing it, 4797-4799—When once given never taken away, except for insubordination or misdemeanour, 4909.

Objects to permanent out-door relief; wishes it to be restricted to one or three months at most, 4881—Whether it is given in money or in kind depends upon trustworthiness of recipient, 4882, 4883.

Advocates extension to London of prohibitory order, provided out-door relief cannot be restricted as to time; otherwise prefers London order; state of London unions differs from that of country ones, in latter applicants are better known, and guardians not so changeable, 4884-4887.

Common Poor Fund :

States Common Poor Fund reduces out-door relief in the East-end, but that in his union it does not, from a financial point of view, though on principle out-door relief is restricted, 4800-4802.

Labour Yard :

States labour yard exists, but only used in winter, not much then, 4803, 4804 —Hands in paper describing task of work, regulations and scale of relief, 4805, App. 692, 693—Never more than nine or ten in it at one time last winter; an order for it can be used by applicant at any time, 4805—Was opened through pressure from elected guardians, who wished to prevent people being forced into workhouse; personally thinks labour yard unnecessary; that applicants belong to most undeserving class, who, if offered house, would refuse it, 4806-4810—Advocates closing of labour yard by Local Government Board altogether, and would find no difficulty in dealing with all applications for relief, 4811-4814.

Casuals and Casual Wards :

Usual casual ward exists in his union; considers whole system objectionable, and unnecessary; that their ward is on the cellular system; whole system was inquired into by board, who passed a resolution that casual wards ought to be done away with; that whereas 30 years ago they might have been necessary, they are not so now, being filled with only professional vagrants, 4815-4819—States congregated state of Trafalgar-square caused riots in Buckingham Palace-road Workhouse, where very small proportion of inmates were really deserving; chiefly composed of those who had lost their character in country, and wanted to get away from their belongings, 4820.

Advocates longer detention (a week or a month) in the workhouse, whether casual wards abolished or not, to check "ins and outs;" and gives statistics of inmates of casual ward for week ending 9th June 1888; 4821-4825.

Admits that abolition of casual wards would render workhouse inmates liable to removal to their own union, but doubts if many removals would take place, 4826, 4827—Doubts if abolition would increase numbers of those sleeping in streets; such should be dealt with by police, 4925-4927 —Has not noticed any unusual number of agricultural labourers in his union lately, 4828.

Boarding-out :

States district school exists for his union at Ashford, 4829—That they board out all orphans and deserted children; some are sent to Roman Catholic schools and Exmouth training ship, 4830-4837 —That they are boarded out, some under Rev. W. T. Trevelyan; the Roman Catholic ones in Essex; a number of others in Surrey, 4831.

Report, 1888—*continued*.*HARDCASTLE, MR. HENRY.* (Analysis of his Evidence)—*continued*.*Boarding-out—continued.*

Sixty children boarded out at Calverton, in five different villages under three committees; reports sent in once a quarter to board of guardians, 4898-4902—This system approved, 4903, 4904.

Disagrees with Mr. Sherrard (2829) as to extra powers being given to guardians to board-out children other than orphans or deserted ones, 4871—To include children of vicious parents would involve too great a change in the existing law as to custody, 4872—Favours the special regulation of the Local Government Board by which children under two years may be boarded out, but objects to an older limit than ten being made admissible, 4873, 4874.

Is well satisfied with results of boarding-out system, 4833—Should not be extended to aged and infirm, 4935.

District Schools:

Objects to district schools as being too large; boys in become mere machines; in his union are of no advantage, and very expensive; boys from are ignorant of everything that goes on outside, 4834, 4835.

Describes system of admission to district school; children, under rules of Local Government Board, can only be sent once a fortnight to prevent infection; vicious parents therefore withdraw children day before they are to be sent; rule only applies to Protestant children; benefit of district schools in a great measure lost, with cost to the union of 500 *l.* per annum; advocates permission to send all children, immediately on admission to workhouse, to district school, 4839—Medical examination might take place at workhouse, 4840.

Disagrees with Sherrard (No. 2828) that children from district schools, being badly trained, are wanting in intelligence and unfit for practical life, especially girls, 4857—Admits it is bad for child to be sent there at two years old, and kept till fourteen, 4858, 4859.

Disagrees with Sherrard that mistresses find difficulty in retaining in their services girls from district schools, and gives statistics proving the contrary, 4860—Describes system adopted for visiting girls in service, 4861, 4862—Judging from statistics given, considers girls from district schools turn out extremely well, 4864.

Agrees with Sherrard (No. 2887) that it would be advisable to do away with district schools, but expense incurred by building others too great, 4865—States there are now 193 in his district school, 4866—Drawbacks to it would be removed only by building smaller schools, 4867, 4869, 4870.

Thinks Sherrard (2828) incorrect when he asserts that girls from district schools frequently go wrong, 4893, 4894, 4897—Girls, after being discharged from their first situation, are still supervised, and other situations found for them, 4895, 4896.

States district schools were built large on the advice of Mr. Tufnell; that the cost per head would not be more if the schools were smaller; that at present they cost 30 *l.* per head, 4917-4919—Does not object to system, but would prefer each union to have its own district school; that 200 children enough for one school, 4920, 4921—Much of the ignorance of children in arises from their having no holidays, being many of them orphans, and never leaving walls of school from two to thirteen years old, 4922-4924.

Cottage Homes:

Considers the cottage-home principle, as it exists near Birmingham, to be preferable to district schools, 4836—Advocates the formation of schools, 4838—Favours cottage-home system, 4868.

Medical Relief:

States they have a separate infirmary; numbers have increased in of late years; formerly only the acutely sick sent there; cost in 7 *d.* per head compared with 4 *d.* in workhouse, 4841, 4842, 4910, 4911—That there is a separate dispensary, 4843.

States there are no special rules for granting medical relief, that it is never given on loan; that nourishment, when recommended, is considered by guardians before granting it, 4844, 4845—Alcohol very little administered, 5 *l.* a year, perhaps, spent on it, 4846, 4931.

Agrees with Twining (3012, 3013) that clinical students might with advantage be admitted to infirmary, 4847, 4848.

States guardians co-operate with the Charity Organisation Society, and Society for Relief of Distress, 4849, 4850.

Workhouse:

Report, 1888—*continued*.*HARDCASTLE, MR. HENRY.* (Analysis of his Evidence)—*continued*.*Workhouse :*

Advocates some means by which guardians should be empowered to attach any pension belonging to workhouse inmates, 4851, 4852. 4912-4916.

Explains that able-bodied men are put to variety of labour in workhouse similar to that in vogue at Whitechapel Workhouse, except mat-making; that there is oakum-picking and stonebreaking which cannot be dispensed with, 4853, 4854.

Favours Birmingham principle of separate test-house for "professional loafer"; describes their separate workhouse at Mary-place, Notting Hill, where twenty or thirty paupers sometimes sent in a month and given strict test labour, 4855, 4856.

States 6lbs. of oakum to be amount enforced for paupers to pick, object being to keep them employed all day; some can pick 8lbs.; 4lbs. enforced in prison, but prisoners mostly unaccustomed to it, 4928, 4929—Corn-grinding substituted in workhouse as being harder and more distasteful, 4930.

Poverty :

Agrees with Sherrard (No. 2845) that improvidence is cause of an immense quantity of existing poverty, which he thinks in the future will be reduced by education, 4875-4877.

Charity :

Agrees with Sherrard (2810) in condemning indiscriminate charity, 4880.

Emigration :

States his board are not adverse to emigration, but seldom resort to it; thinks if it were resorted to the vacuum thus made would soon be filled by people outside, 4878, 4879. 4888-4892.

Vicious Parents :

Doubts expediency of State compelling vicious parents to give up charge of their children; parents might ill-treat children on purpose to get rid of them, 4932-4934.

Wayfarers :

Doubts existence in metropolis of honest wayfarer; has never come across one, 4936, 4937—Admits there may be some in country, 4938.

HARDING, MR. JAMES. (Analysis of his Evidence) :

Has been twenty-five years vestryman in Lambeth, three years in Clerkenwell, three years guardian of poor at Bromley Union, and is now on Local Board, 3641—Not a guardian in London, 3643—Has been for some years connected with charitable societies, and has had experience of poor in their homes, 3642.

Out-door Relief :

Favours out-door relief in preference to in-door, especially in country, from his experience of the working man, as an employer of labour, 3644-3646—The recipient must not be out on strike, or one who has refused work for a fair wage, 3647,—states that guardians should find no difficulty in finding out a "fair wage," and maintains that overseers do not make sufficient inquiries, 3648, 3649.

Describes a man who is out of work from his own fault as one who won't work, and instances certain men who hang about public-houses in Kennington; such men should be offered workhouse, 3650, 3651. 3656, 3657, 3658.

If men would work for less than current rate there would not be so many unemployed, and the system of forcing them to do so rather than give out-relief is a question of individual character, 3652-3655,—but has nothing to say on the question of the standard of wages, 3656.

States he employs labourers at 6 *d.*, painters 7 *d.* and 8 *d.*, joiners and bricklayers 9 *d.* an hour, 3660-3662,—that the latter ought not to have relief in the winter supposing he has had that wage all the summer, 3663.

Those worthy to receive temporary out-relief he describes as :—

- (1.) Those who have saved a little money, and spent it before asking for relief, 3657;
- (2.) Those temporarily out of work through no fault;
- (3.) A widower whose family has left him;
- (4.) A widow left destitute; to such he recommends 2 *s.* 6 *d.* a week to prevent their becoming permanent paupers, 3664.

Report, 1888—*continued*.*HARDING, MR. JAMES.* (Analysis of his Evidence)—*continued*.*Out-door Relief*—*continued*.

States there is great difficulty in forcing relations to help a destitute person, 3665.

Has seldom prosecuted son for refusing to support the father; they generally get off on the plea of poverty, 3666—Has found offer of house effective in getting support for a deserving case from family, 3667—Advocates out-relief for those who are partially helped by their own family, 3668.

Lambeth:

States there is always distress in Lambeth, owing to its being the home of the mechanics; that a labour yard exists where wood is cut into blocks; that no exceptional work is found by the Vestry for the unemployed beyond clearing away snow, &c., 3669-3671.

Does not think pauperism in Lambeth would be diminished by abolishing out-door relief; it would result in begging and stealing, 3672-3674—It would result in petty larceny, 3675.

States that many of those he employed belonged to benefit clubs, but not as many as ought, 3676—Would not relieve any who spent their money recklessly, 3677.

Vagrants:

Suggests that respectable vagrants should be under control of police, not unions, and housed in receiving houses, 3678—Admits there are many vagrants in Bromley Union, also many tramps with their families; suggests that such persons, if given relief in workhouse, should be allowed to leave at 6 a.m. instead of 10, in order to seek employment; that discretion in matter should be lodged in master, 3679-3681.

Hardy Gathorne, Act. See *Metropolitan Poor Act*, 1867.

Harold Cross. Pauper school at, *Owen* 50.

Hart-street. Casual ward in; formed in consequence of pressure brought to bear on St. Giles's Union by state of Trafalgar-square, *Valpy* 4710.

Hearts of Oak. Statistics of members of, in St. Saviour's and Marylebone, *Loch* 4171.

HEDLEY, MR. ROBERT. (Analysis of his Evidence):

Has been General Inspector of Local Government Board for over 20 years; 14 of which spent in metropolitan district, comprising 30 metropolitan, and 3 extra-metropolitan unions, with total population of five millions, 617-621.

Part of his duties to attend meetings of guardians, 629.

Guardians, Election of, &c.:

Guardians elected annually; two unions have applied for triennial elections; approves of triennial system. Local Government Board appoints guardians under Metropolitan Government Act, 625-628, 629. 738-741.

Under Poor Law Amendment Act, 1834, Local Government Board has power to make the annual election of guardians triennial all over England, subject to approval of ratepayers; this has been done, *e.g.*, St. Giles and St. George, Bloomsbury, 729-737.

In unions (*e.g.*, West Ham) where relief committees appointed weekly, no measures taken to secure uniformity of action; does not advocate further restrictions of powers of guardians by Standing Orders, 635-637—This good where guardians themselves approve, and issue them for guidance of their own committees, 639.

Defined principles for administration of relief would lead to restriction, 638—No objections to uniformity of action which, to a certain extent, is already secured by Local Government Board Orders, 640-642.

Approves of continuity in constitution of board of guardians, and thinks that can be best effected by triennial elections of whole board, not by annual retirements, by rotation; same guardians would probably be re-elected, 774-779.

Prohibitory Order:

States prohibitory order prevails in two unions, West Ham, and Croydon; this no longer desirable owing to change in character of these districts, 622-624. 819-821—Order does not establish labour-yards; non-prohibitory order closes unions having insufficient workhouse accommodation; may issue out-door labour test in certain cases with approval of Local Government Board, 821, 822.

Relief, how administered:

Relief never given for more than three months; no periodical revision of the lists; each case revised at end of term of relief; system better than general revision by all boards of guardians every three months, 814-818.

Relief

Report, 1888—*continued*.

HEDLEY, MR. ROBERT. (Analysis of his Evidence)—*continued*.

Relief, how administered—*continued*.

Relief in metropolitan unions administered under Out-Relief Regulation Order, 622.

Relief cases in most metropolitan unions dealt with by committees; in some by whole board; each case considered on its merits according to report by relieving officer; there is an appeal from committee to whole board which also decides difficult cases, and grants relief under conditions prescribed by Local Government Board, 630-633.

Composition of committees varies in different unions, 634.

Metropolis is divided into 141 relieving officers' districts; no part of officer's duty to find out destitution, but he must take cognisance of all applications. No one need starve under present Poor Law *régime*, 678-681. 751-753.

Able-bodied Paupers:

Very few soldiers among able-bodied paupers in metropolis; are not practically able-bodied though classed as such, 772, 773.

Pauper Statistics:

Increase of in-door and out-door poor attributed to excellence of in-door medical relief, 810.

Reduction in out-door relief also due to allowance of 5 *d.* per head to in-door paupers out of the Metropolitan Common Poor Fund, 811.

The several classes of poor in his district are—

- (1.) Old and infirm with healthy able-bodied in workhouse.
- (2.) Sick in infirmaries.
- (3.) Children in district schools.
- (4.) Roman Catholic children in certificated schools.
- (5.) Imbeciles in Asylums.
- (6.) Infectious cases in hospitals of Metropolitan Asylums Board, 643.

Considerable number of able-bodied females, but very few able-bodied males in workhouses, except in Holborn Union, 644, 645. 651.

Accounts for this exception by there being no labour-yard, and by existence in Holborn Union of *Banner-street Refuge* (781-785); 646-650. 781-785—Pressure also owing to the unsatisfactory state of Gray's Inn Workhouse; also to situation and poverty of district, 651-654.

Imbecile Poor:

Pauper nurses not used in imbecile wards; only skilled paid ones; imbeciles never kept long in workhouse, but sent to metropolitan asylums, 834-836.

Infirmaries:

Reluctance to enter infirmaries is not so great as to enter workhouse, but does not consider that kind of relief to be abused, 670, 671.

Relief—In-door:

Increase in in-door poor due to increase of population, 666, 667—Ratio of pauperism to population is less, 668—Increase as compared with out door due to excellence of infirmaries and schools, 669.

Advocates classification of paupers in workhouse, but thinks it impracticable, 699—Out of 1,200 inmates of Mitcham Workhouse 900 were so-called able-bodied; they do not remain long, and are not fit for soldiers or navvies; mostly young, and strangers to metropolis; many were London militiamen, 742-750—Maintains that discharge of paupers would practically be left in hands of master of workhouse if discretion were vested in board of guardians, 780.

Relief—Out-door:

Little or no out-door relief given in St. George's-in-the-East, Stepney, and White-chapel, 665—Advocates its gradual abolition; should be given adequately to the destitute only; at present it is generally inadequate; out-door relief has baneful effect on charity, 672. 674—Quotes Mr. Jones, that its abolition has been most beneficial to people of Stepney, 673. 675—Out of a population of 50,000 there, there are twenty-seven out-door and 1,062 in-door paupers, 676, 677. 786-788.

Has only known of one case of starvation, that of an old couple in Lambeth, in receipt of 3 *s.* 6 *d.* a week out-door relief, 682-684—This, an instance of insufficient out-door relief being given; they subsisted on it, however, for two or three years, and their starvation due in end to laxity of relieving officer, 754-762.

HEDLEY, MR. ROBERT. (Analysis of his Evidence)—continued.

Relief—Out-door—continued.

Out-door relief could not well be abolished without some form of organised charity, 786.

Local Government Board receive frequent complaints from individuals complaining of discontinuance of out-door relief, but answer they have no power to interfere, 831 — No general discontent among poor, 827. 832, 833.

Vagrants :

Advocates the abolishing of vagrants as a class, and the making it a condition of the acceptance of in-door relief that a person should not be entitled to discharge himself under a week, 655-658. 659. 698—Guardians should have discretionary powers of discharging earlier, 659-662.

Describes annoyance from class of “ins and outs”; scheme of a week’s detention would check this, 661 — Does not think this would prevent the *bonâ fide* poor from getting work, 662—This discretionary power should also be vested in masters of workhouses, 663, 664.

Casuals :

Casuals are already classed by cellular system, 700—Period of detention of paupers in casual wards left to discretion of superintendent; frequently they are discharged the following morning at 11, after performing a task, or even earlier on reasonable grounds shown; under Mr. Pell’s Act they should be detained for two nights, 701-709.

Labour Yard :

About a third of metropolitan unions have labour yards; these ought to be used as a last resource when no accommodation in workhouse available; task to be performed there merely nominal, and not strictly enforced; is only a test that man is unemployed, 685, 686—Labour yards are a test of destitution; difficulty of enforcing task renders them an inadequate test as between industrious and idle, 687-690.

The seven East-end unions show a decrease in pauperism for last year as compared with rest of metropolis, this due in part to absence of labour yards, 691-694.

There are ten labour yards in metropolis; most of them connected with workhouse and out-door relief; one or two cases where out-door labour men work in same yard as inmates of workhouse; this disapproved of; no specific regulations prevalent, but six hours’ work expected; labour yard is in consequence of the workhouse being full, but guardians do not necessarily wait for that; task must be approved by Local Government Board, but does not interfere with guardians in offering labour yard; disapproves of labour yards, except during emergencies, and with an imposed task; in unions where there are no labour yards, *e.g.*, City of London, orders given for relief in conjunction with inmates of workhouse, 789-809.

Notwithstanding his objection to labour yards, does not advocate the prohibitory order being made general, with discretionary powers for its rigid application left in hands of guardians, 823-825—Impossible for some unions to dispense with labour yards, 826.

Boarding-out :

System of boarding-out pauper children, of whom there are between 600 and 700 in metropolitan district, can never take place of Poor Law and district schools; system open to financial objection of exciting envy of labourer who cannot afford 4 s. a head per week for education of his own children, 828—Where labourer takes them in, possibly child will not be properly cared for; in Westmoreland, they are under management of Miss Preusser, 710-714. 724.

Miss Mason inspects boarded-out children; her duties confined to them, and reports direct to the Local Government Board; is the only lady inspector, 715-719. 722, 723 — Mrs. Nassau Senior reported upon district Poor Law schools, 720, 721—Children might be better supervised; not taken in from purely philanthropic motives; recommends that they should be entirely managed by a committee, sanctioned by Local Government Board, and inspected as little as possible by Poor Law officials; does not think 4 s. per head per month too much for their maintenance, 725-728—Admits boarding out system confers great benefits; child is placed with proper foster parents of same class as itself; success of system depends on care with which it is supervised, 829, 830.

Emigration :

Emigration to Canada a cheap way of disposing of pauper children; cost of emigration 10 l. a head, cost of maintenance at home 20 l. per annum, 695—
emigration

Report, 1888—*continued.*

HEDLEY, MR. ROBERT. (Analysis of his Evidence)—*continued.*

Emigration—continued.

emigration should be carried out with great care; Roman Catholic authorities emigrate big boys not girls; girls should be sent out young; emigration of pauper adults not feasible, 696, 697.

Roman Catholic boys emigrate to neighbourhood of Quebec, other children under Miss Rye's management to that of Toronto and Ottawa; objects to young girls being emigrated to Canada, 767-770—States there is scarcity of domestic servants in London, therefore no need for boarded-out children to be emigrated to Canada, 771.

Charity Organisation Society :

Members of Charity Organisation Society attend meetings of guardians in three unions of his district to help certain cases, 812, 813.

HENLEY, MR. JOSEPH JOHN. (Analysis of his Evidence.)

Is one of the general inspectors of the Local Government Board; has had 20 years' experience; has been employed in special inquiries in Scotland and United States, 311-12;—is inspector of district with population of over five millions, 313.

BIRMINGHAM; Poor Law Relief :

Relief in urban portions administered under out-door relief regulation order, in rural, under prohibitory order, 314.

In Birmingham relief administered under Local Act, by which guardians elected for three years upon a 12 *l.* franchise; law administered by general orders from Local Government Board, 315, 316. 321—Certain qualifications requisite for a guardian, 317, 18—Relief committee, composed of guardians, meets at nine a.m. five days a week, 319-322—Officers recently appointed, 320. 323.

Hands in rules prepared by guardians for administration of relief, 321—Women with illegitimate children in Birmingham not precluded from receiving out-door relief, but are in rural districts, 334.

Cross Visitor :

Guardians found out-door relief six years ago increasing; describes their action to check this by appointing a superintendent relieving officer and a cross visitor, 323-326.

Gives statistics of paupers relieved since 1883, calculated on 1881 census, 327, 328—Population of Aston increasing but not that of Birmingham parish, 329.

New Relief Regulations :

Reads from first report of superintendent relieving officer dated January 1885, showing objects of new out-door relief regulations to be (a) prevention of fraud; (b) granting of relief to really deserving, 326—Shows from this report effects of these regulations on numbers receiving out-door relief in 1884, 330—Discontinued cases might have applied to workhouse but did not, 331, 332—False information as to means on part of applicant punished with imprisonment; workhouse offered where information withheld, 335.

A man temporarily out of work has to apply in first instance to workhouse, guardians would then use their own discretion as to test-houses, 384—Guardians can give out-door relief in certain cases for a week to enable men to look out for work, 385—

Excellent system in Birmingham dependent for success on strict supervision of guardians, 386, 387—Notwithstanding reduction in out-door relief, activity of Press, and political life, no complaint in Birmingham of insufficient relief given to poor, 378—Guardians recently re-elected, *ib.*—Imposture oftener detected, 379—Responsibility of giving relief to undeserving rests with officers, 380.

Uniformity :

Considers it impracticable to have uniform rules for all unions, 388—Describes action of guardians in drawing out their own regulations independent of Local Government Board, 389—Does not think, in interests of country, out-door relief could be more restricted than it is now, 390, 391.

Uniformity in practice of giving relief, undesirable in country as well as town, 453—Undesirable to go beyond prohibitory order, 454, 455.

Regulations for administering relief must depend for their strictness on the circumstances of population and custom, 456—Guardians should have great latitude, 457.

Relieving officer's duty after receiving application for relief to bring the case fully got up before relief committee, and only in cases of great urgency himself to give order, 418.

HENLEY, MR. JOSEPH JOHN. (Analysis of his Evidence)—*continued.*

Uniformity—*continued,*

States difficulty in a town of finding out means of livelihood; living alongside applicants for relief are many apparently equally destitute, 420—Amount of out-door relief in most unions in England represents amount of rent that people pay, 420.

System of relief in Birmingham put forth as an illustration, not as model, 459.

Relatives :

Recommends legal obligations should be enforced against relatives who can but won't help; workhouse only alternative, 523, 571-573—Advocates system by which out-door relief is supplemented by relatives' help; guardians should collect that help; this preferable in interest of poor to its being collected by pauper himself; 524-527, 574, 575—This should only apply to aged or sick, 528-530.

Sick Poor Infirmaries :

Sick poor have increased in Birmingham workhouses of late years—Children removed to Marston Green cottage homes; to make room for them, large infirmary being constructed, 342.

Number has risen from 1,319 in 1860 to 3,155 in 1888—Reasons are (1): Excellence of accommodation, which is given gratis; (2) pressure from outside; guardians unable to check it; this difficulty foreseen in 1839. Quotes from a report of that date, showing evils of converting workhouses into almshouses. Workhouse becomes useless as a test between indigence and indolence or fraud, while frugality and forethought of young is checked; workhouse now so comfortable that there no longer exists old disinclination of entering it, 348-349.

Medical Disqualification Relief Bill temporarily caused increase of sick poor, 344-346.

Sick poor formerly treated in their homes; improvement in nursing causes a greater resort to workhouse, 370.

Few paupers in hospitals under false pretences, owing to activity of Birmingham guardians; order issued by Local Government Board to recover by way of loan from inmates of workhouse infirmary did no good; more done by appointing committees, 369.

Does not consider it objectionable that infirmaries should be comfortable; sick should be cured as soon as possible; describes custom in Birmingham to make intending inmates to infirmary feel they are paupers, 381, 382, 383.

Dispensaries :

Dispensaries provided more in London than elsewhere; one has been established in Birmingham with good results. Medical officers have been reduced in numbers, and compelled to give whole time to service of parish, 343.

Under Poor Law out-door medical attendance given, 371—Gives statistics of present medical relief given in Birmingham distinguishing home and dispensary cases; this shows little variety in different unions, 372, 373—Medical extras very little given, 374, 375;—reduced since establishment of dispensary system, 375.

Increase of in-door pauperism in Birmingham confined to sick and children at Marston Green, 361.

MANCHESTER, Relief in :

Relief given only to those who apply and who are really destitute, 543.

Many in Manchester equally poor with those who receive relief, 544, 545, 547, 548.

Guardians of :

Manchester group is formed of four unions; gives population, 489-491.

As in Liverpool, guardians of four unions met to arrange concerted action, 492; hands in copy of rules made by Manchester guardians for dealing with temporarily unemployed; their essential feature similar to the Out-door Relief Regulation Order, 495, 496.

The *ex-officio* guardians in favour of in-door relief, while elected ones prefer out-door; education, experience, and study soon makes guardian pronounce in favour of in-door relief; in towns relief managed entirely by elected guardians, 615, 616—Regrets that *ex-officio* guardians do not attend more frequently, 616.

Distress :

Found, as result of Mr. M'Dougall's special inquiry among class of poor not in receipt of relief, that school fees were not distributed in towns upon common principle; letter, dated

HENLEY, MR. JOSEPH JOHN. (Analysis of his Evidence)—*continued.*

Distress—continued.

dated 1886, from him as to poverty in Manchester apart from pauperism; inquiry conducted under three heads: (1) Means of subsistence of a family of five on 1 s. 9 d. per head per week; (2) reasons for such not applying for relief; (3) number of such families; applications for school fees not a trustworthy source for information—Concludes there are as many quite as destitute who do not apply for relief as there are who do, 513. 542—Most desirable to keep up feeling of unwillingness to apply, 514.

School Fees:

System of free education much relaxed of late by guardians of Manchester, Liverpool, and Birmingham; they help School Board in getting children into schools: school fees have much increased of late, 515.

Pauperism:

There has been great diminution in pauperism during last ten or fifteen years; decrease in his district due to improved administration, 609, 610.

Agricultural Labourers:

States there is no existing tendency towards migration of agricultural labourers to large towns; neither farmers nor labourers have suffered north of Ribble; from inquiries at Birmingham, there has been no such tendency of migration in Warwickshire, 502.

Taking 1879 (it being the first year of depression) there was a depletion of young agricultural labourers to towns who displaced weaker labourers in those towns; proves that there has been no increase in pauperism in counties of Berks, Bucks, and Oxfordshire; therefore untrue to say ranks of unemployed in towns swelled by agricultural labourers; no more of them in the vagrant wards now than before, 503.

Concludes from intercourse with land agents that agricultural cottages are seldom vacant, 563, 564; inevitable that rural population should migrate to towns, 569, 570.

Vagrants:

Those temporarily out of work and obliged to go to workhouse not necessarily improvident; in large towns always a great number of genuinely unemployed, especially of late years, 497. 499—Manchester Ship Canal works have caused increase in number of vagrants in Lancashire, 501—Complaints have arisen in consequence, 568.

Vagrants are in habit of selecting their own workhouse; class a very poor one, and attracted to workhouse that gives them best food; discipline of a casual ward very severe, 549; are chiefly poor from towns, 558-560;—defines them as persons casually destitute, 561.

Accommodation for vagrants in his district of three sorts (1) cellular, (2) associated, (3) hammocks; humble, but good enough, 504, 505; in country pretty equally on (1) and (2), 537-540—There is some increase in number of vagrants in Lancashire; small number of vagrants in workhouses of England and Wales a matter for surprise; number varies, 506, 507. 567.

Formerly a person was detained till eleven in workhouse, and compelled to do task of work; this changed to seven in summer and eight in winter by Pell's Act, which also obliged a man to remain in workhouse, and do day's work for day's lodging and board, 508.

In Kent, during hop-picking, vagrant wards are full, 506—Vagrant population are concentrated in towns in certain seasons of year, such as racing, but do not occupy casual wards, 561; town population is increasing more rapidly than rural; many do not leave his district to go into towns, as far as he knows, 562.

Describes vagrants as a special class; prefer that life to any other; an army of men walk the country subsisting by begging and workhouse; those relieved in workhouse bear a small proportion to the whole, 565, 566.

Casual Poor:

Unlike system in London, casual poor relieved in test-house; Liverpool expects one casual ward for whole town (except Toxteth Park), to be built in central place, connected with test-house, 484, 485—At present they are relieved in different workhouses, 486-488.

Useful labour done by casual poor in workhouse; industrial, but very little agricultural work done, 396, 397;—are a good barometer for times of depression, 566.

HENLEY, MR. JOSEPH JOHN. (Analysis of his Evidence)—*continued*.

Ins and Outs :

States difficulty of dealing with "ins-and-outs"; greater powers of detention undesirable; in New York, able-bodied applicants for relief, before receiving it, must sign a paper, committing themselves to workhouse for three months, but pauper released before if employed; does not advocate its application here, 517-520.

Inmates are of two classes, criminal and self-committed; hands in a form for self-commitment, 518-521.

No out-door relief given in New York; charitable organisations embodied together, 522.

Labouring Classes and Wages :

Condition of labouring class as good now as it ever was; wages have not fallen more than 1s. a-week, and piecework not at all, 611-613—Good many unemployed this winter, 613—Labourer less ready to accept relief now than formerly, 614.

LIVERPOOL GROUP :

Defines Liverpool group, 466—Gives statistics of population in parish of Liverpool in 1881, 467;—had decreased in last 10 years in number but not density, 468, 469—In West Derby Union has increased in last 10 years, 470, 471.

Changes in population cause difficulty in estimating for future Poor Law relief, 472. Pressure will probably fall on West Derby Union, but ratepayers won't see it; 473, 474—Pauperism increases with density of population, 475-476.

Guardians of :

Liverpool has a select vestry with a guardian's qualification; other unions administered under general law, 477.

Describes action of guardians of Liverpool, Toxteth Park, and West Derby in 1887; to secure uniformity in granting relief to able-bodied, it was decided that labour yards should be kept open only during periods of abnormal pressure; advocated complete separation of in-door able-bodied paupers; no difficulty in having one house for the three districts, 478, 479.

Necessity for calling together conference arose from (1) agitation in London; (2) clamour in Liverpool for work which men said they were entitled to; these chiefly men, who worked on quay at Liverpool; some in habit of coming to labour-yard winter after winter, 480, 481.

Co-operation between Poor Law and Charity :

States there is very little co-operation between guardians and charitable societies in Birmingham, 392, 393; also generally in his district, 516.

Attempt to supplement Poor Law by charity by the University at Oxford opposed by Mr. Hall, 516, 550, 556, 557;—personally approves of thus supplementing Poor Law, 552—At Oxford it was thought many cases were relieved by charity, which ought to have been dealt with by rates, 553, 557—Grounds for controversy raging there insufficient, 594-596—Opponents to combination of charity and Poor Law argue it would produce too severe an administration on part of guardians, 554, 555.

Workhouse :

Workhouse test not sufficient in a large town, 376;—paupers admitted to workhouse under order from committee, except in cases of urgency; gives statistics showing proportion of persons offered and persons accepting workhouse for years 1881-84, which prove that new regulations have not caused increase of in-door poor, 336-338, 368;—from fact that in 1884 there were 897 orders of admission to workhouse unused out of 1,083 issued, witness infers that imposture thereby detected; that workhouse test only enforced in cases of absolute destitution, 416, 417, 419-421.

States there is not the same dislike to workhouse in town as there is in country, 463-465—Women in childbirth dealt with in special lying-in ward in Birmingham Workhouse, 437-440;—greater indulgences in workhouse than test-house, 442.

States "able-bodied" drift in with the partially disabled; that there is difficulty in defining them; very few really such; no real means of classifying paupers in large workhouses except medical officer's report, 442, 443, 444—No proper wards for testing ability to perform work, 445—Workhouse system a vicious one, 446—"Able-bodied" ought to be relieved in workhouse only, even in times of frost; rates should not supplement wages, 530-532.

Tobacco only allowed by special order of medical officer, 447, 448;—is not freely given, 449—System of stimulants given as reward for work discontinued, 459, 529;—amount given should be, and is left to discretion of medical officer; varies in different unions,

HENLEY, MR. JOSEPH JOHN. (Analysis of his Evidence)—*continued.*

Workhouse—continued.

unions, 529. 576;—has no recommendation to make to ensure more uniformity in granting stimulants, 576-578.

In out-door cases, giving of stimulants rests with guardians on recommendation of medical officer, 579.

Dietary in workhouse fixed by guardians under Order of Local Government Board; extra diet can be sanctioned for extra work, but this liable to great abuse, 462;—inmates of are classified; good imbecile wards in, 350, 351.

Labour Yard:

Labour yards have been closed; same dislike to them in Manchester as in Liverpool; should be only used in times of urgency; result of closing has been that out-door relief is given for short periods during winter, which is preferable to labour-yard system, 492-494 — Labour test instituted by Article 6 of Out-Regulation Order; in practice has proved demoralising; guardians in 1884 put an end to enforcing it except in times of great pressure, and offered workhouse instead, 339.

Test House:

Local Government Board sanctioned erection of test-house for able-bodied men, 340, 341; was erected consequent on conference of guardians, 482, 483;—was built in six weeks for use of single able-bodied men not used to hard work, but not confined to them; dietary table as good as in any workhouse, 352. 359. 460; different to that in workhouses in Lancashire, 461;—labour test is oakum-picking, except to those unfitted for manual labour, 353-355;—reads memorandum concerning test-house, giving statistics which prove success of experiment, 355. 358—Discharge regulations same as in workhouse, 356-7—Whitechapel Order not in force; inmates may have family outside, 360.

Able-bodied paupers in test-house kept apart from others; this and confinement disliked, 384. 441;—those who formerly remained in workhouse will not remain in test-houses, 377—Does not supersede casual ward in Birmingham, but has rendered stone-yard unnecessary, 394, 395.

Benefit Clubs:

States applicants for relief seldom belong to benefit societies; these enormously used in large towns, 498; men with large families cannot keep up their payments in hard times; this oftener the case in country, where clubs fail, than in town, 499, 500,—membership should be taken into consideration on application for relief, 509-512.

Payments to and by benefit clubs vary; very few so poor as not to be able to subscribe to an ordinary sick club, 533-536.

Cottage Homes:

Birmingham guardians send pauper children to cottage homes, 362. 398,—describes fully these homes, 362. 365. 398-400. 424,—superintendent himself an artificer, 401,—children likely to be long chargeable to rates should be sent there, 366.

Birmingham system preferred by West Derby Union to any other, 366.

Removal of Roman Catholics to separate orphanages prevented the necessity for an extension of system, 402. 427-429;—large school-room used as chapel, 403.

Children kept, girls till thirteen, boys till fourteen years old, 434,—distance of these homes from Birmingham prevents evil influence of former companions continuing, 435,—supervision exercised over them after leaving; (1) by relieving officer; (2) by ladies who send in special reports to guardians, 436,—practically, no boarding out of pauper children in Birmingham, 422. 424, 425.

Illegitimate children of inmates of workhouse sent to Marston Green, 422, 423.

Roman Catholics:

Guardians pay 5 s. per head towards cost of Roman Catholic children, 428, 429,—supervised by Local Government Board, but not to same extent as other certified schools, 430, 431,—managed some by Sisters of Mercy; some by male industrial trainers, 432,—are under voluntary system, 433,—many such institutions for every denomination; all inspected by Local Government Board, 450, 451,—supervision confined to ascertaining homes are properly conducted and children properly cared for, 431. 452.

Miss Mason:

States Miss Mason visits and reports on boarded-out children, 404, 405, 406—witness speaks favourably of her reports, 407. 412,—reports direct to Local Government Board, with which she is the only lady officially connected as an inspector of children, 409,—inspects whole of England and Wales; has done so for two years; is able to do work alone, 411. 413. 415—An additional staff of lady inspectors unnecessary, 410-414.

HENLEY, MR. JOSEPH JOEN. (Analysis of his Evidence)—*continued.*

BRADFIELD; Pauper Statistics :

Pauper statistics for Bradfield were one in seventeen per 1,000 in 1871, and one in 126 in January 1888; 580-584.

Accounts for decrease by action of Mr. Garland in administering out-relief, 585.

No co-operation between charity and poor law relief; but charity has done a good deal; result of decrease in relief is most beneficial to people; they have joined benefit clubs; and many assist the poor; widows only relieved for short periods; union officers take care of and educate all their children beyond one, 586.

Describes change effected there in administration of relief, 597-600. 602-604;—cases of urgency are temporarily relieved by out-door relief, 601.

Aged persons formerly relieved by rates must now be supported by relations, 605,—no consequent dissatisfaction among poor, 606-608.

Medical Orders :

Medical orders are given by way of loan; this has had a beneficial effect of this; for recovery of loan guardians may county-court recipient; order for relief is endorsed in red ink, "This relief is given by way of loan"; guardians, as a rule, get repaid, 587-590.

Relieving officers in Bradfield have personal knowledge of people; considers that with greater care and more personal supervision equally good results might be effected in other populous unions, 591-593.

HILL, MISS OCTAVIA. (Analysis of her Evidence):

Has been working since 1851 among those who have a struggle to keep themselves outside the Poor Law, chiefly within the metropolitan area, 1660-1664.

Poor Law Administration :

Strict administration of out-door relief charitable and otherwise is best for poor, 1665, 1666—Neither can really relieve wants of poor, and, when given in doles, discourage thrift and the belonging to clubs, 1666. 1775, 1776,—duty of drawing a distinction between deserving and undeserving cases belongs to charity; Poor Law has only to deal with destitution, 1667-1669.

Provident Dispensaries, &c. (1583-1585):

States it is almost impossible to establish a provident dispensary near our large free hospitals, and gives an example; they exist in Hampstead and Battersea; successful in the former place, but not in the latter; there is a report of all the provident dispensaries in London, and thinks all the successful ones are suburban, 1671-1676.

Describes the danger of holding out false hopes to the poor; Government inquiries often do this;—mentions the one held last year as to the state of the poor which raised great expectations; information given the enumerators was often utterly false; people omitted all collateral circumstances, very little was done, and very false hopes were raised, 1677-1680.

Mansion House Fund:

States harm done by Mansion House Fund, 1680. 1707;—as bad as receiving relief from the rates, such relief should be given through almoners, as is done by the Relief of Distress Society, 1708, 1709.

The money given by Mr. Montagu Williams in Deptford produced a fearful effect; a lodger in one house was not sober for three weeks after getting it; one woman sent up who had been in full work at Victualling Yard for twenty years; one man came back who had never done any work for four years; no proper inquiry instituted into individual cases, 1686. 1687. 1681, 1682.

Rich and Poor:

States centres of wealth cause improvidence and want of independence; there is more independence in Hoxton than in Marylebone, 1688-1690.

Thinks the rich are bound to give largely to the poor where they see it is really helpful; there should be more personal dealing of one class with another; doles do no good; what is wanted is a girl got to service, a boy trained, and so on; it would have to be carefully done, and on the lines of the Charity Organisation Society, 1773, 1774.

Begging :

Report, 1888—*continued.**HILL, MISS OCTAVIA.* (Analysis of her Evidence)—*continued.**Charitable Relief:*

Never gives to beggars; advocates adoption of stringent measures against them; if public did not encourage begging it would not continue, 1691, 1692.

Describes evil effects of charity given without proper investigation, 1684;—whole system of charitable relief should be altered; doles in money or in kind do the poor no good, 1710. 1773; they want large and intelligent help, such as the training children in industrial schools, &c.; 1710. 1734–1738;—charitable funds are disastrous to the poor, 1669, 1670.

Does not find many cases where a person has lost employment, and also all means of livelihood; each case for relief should be taken on its merits, and if taken up should be thoroughly gone into, 1711.

States best kind of charity is giving timely aid to a man by which he or his family are put in the way of earning an honest living; much can be done by being liberal and wise to all the people we come in contact with, 1779, 1780.

Immigration:

There has been considerable immigration into London from the rural districts, not only this year, but always, 1712, 1713; refers chiefly to districts of Deptford, Southwark, South London generally, and Marylebone, 1714, 1715.

Pauper Children and Boarding-out:

Has never been guardian or manager of a school; has watched boarding-out system on a small scale; favours the system for girls, but is not so certain of it for boys; it is the only thing which breaks hereditary pauperism; it is substituting home life for workhouse; supervision of the children as far as she knows is properly carried out, 1716–1720.

Wages:

States wages have not gone down, while everything else has, and instances price of bread; perhaps wages will have to go down before trade revives; has known men refuse work rather than take the least reduction; many of them would rather go to charity, 1721–1725. 1727.

Does not approve of relief works; they merely relieve for a time, 1726, 1727.

The Poor, Condition of, &c:

The real way to help the poor is to help them to help themselves; there is plenty of scope for large gifts, such as open spaces; doles bring the people up to London, 1682.

The contrast between people in London and in the country is very strange; describes condition of street in London where she is working; the poor of London, not the artisans, live from hand-to-mouth; they do none of their own needlework; they are absolutely improvident, 1684, 1685. 1739;—does not think there is any increase of a feeling that out-relief ought to be avoided, but quite the contrary, 1697, 1698.

Thinks material condition of London poor has improved; they have better rooms, schools, clothes, food, and less drink; they seem to be in a transition; they are, however, more dissatisfied, owing to the fact that many more educated people are coming forward to help and sympathise with the poor, 1699, 1700.

Their improved condition caused partly by rise in wages; partly by tectotalism and partly by the good influence of the Board schools, 1740, 1741;—cheap flowers much sold on Saturday nights, 1772.

A good deal is heard about distress, caused by depression of trade; difficult to generalise on the question; inevitable that when trade is depressed many should be out of work; at such times, however, crowds frequent the public-house, 1701, 1702.

States there are statistics which seem to show that the condition of the labouring population is worse and that there has been exceptional distress; personally does not see any great difference in the number of people out of work; does not think there has been any exceptional distress, 1703–1705.

Housing of the Poor:

Homes of the poor much improved though state of things still unsatisfactory, 1727. 1729, 1730—Believes it is possible to provide decent dwellings for the poorest in (70—IND.)

HILL, MISS OCTAVIA. (Analysis of her Evidence)—continued.

Housing of the Poor—continued.

London at a rent which would pay for their construction and maintenance; the problem is, however, difficult to solve, 1731, 1732—Very little overcrowding exists consequent on late clearances of the poor quarters, 1733.

Attaches great importance to the starting of improved dwellings, and to the demolition of the old courts; a great deal of management, however, is required to improve condition of the poor when they have got there, 1743-1744.

It is very difficult to get the poorest people into the new blocks; the question is not one of money, but of how they will live if brought into a more highly organised life, where they use things in common, and instances case of a drunkard falling down the common staircase, and children using bad language, 1745-1747.

The dwellings are sometimes filled by a better class, but not necessarily because they can pay; the rents are not dearer; are sometimes cheaper than in the old courts, but because the standard of living is higher; in Southwark there are quantities of blocks empty, and also in Deptford; where the better class live the dwellings are full; thinks there is over-building now, 1748-1751. 1765-1771.

Has no special knowledge of the Peabody Buildings; thinks they are successful; are almost always full, because they are helped by donations; they are let a little under what would pay capitalists; there is an element of charity, and admission limited to those receiving a certain wage; would like to see it on a remunerative footing; thinks they pay a little interest; character is an essential point; their management is very strict and wise, 1759-1764.

Hospitals:

Has no special experience of infirmaries or workhouse hospitals; 1752-1753.

Chief objection to the management of London hospitals is that the out-patients' department entirely prevents provident dispensaries being established; thinks they could deal better and more thoroughly with a smaller number of selected cases; they are too universal in their charity; thinks it an anomaly to provide poor with medical relief free; it is not done in the country, and ought not to be done in London; the in-patient and out-patient departments should be separated, 1693-1696. 1754. 1758.

Poor Law as regards London:

Should think, taking a general view of London poverty, that the Poor Law, as at present administered, is sufficient for all proper purposes; would be sorry to see it made more lax, but rather curtailed; does not think that a further demand on the rates, with increased distribution to the poor, would be desirable; thinks a stricter administration than what prevails in some parts of London would be better; does not think the Poor Law has failed to meet wants of poor; rather that it has been badly administered, 1781-1784.

Holborn Union. Exceptional number of able-bodied paupers in Mitcham Workhouse of, *Hedley* 645,—accounted for, *ib.* 646-654—Out of 1,200 inmates, 900 were so-called able-bodied; do not remain long, and are many of them London militiamen, *Hedley* 742-750—Out-door relief, statistics of, *Mearns* 4424.

Holgate, Agnes. Case of widow with five children belonging to one union and receiving relief and work for her children in another, *Horn* 3327-3333. 3356.

Holland. Poor Law system in two institutions, one at Frederiksoord, which is voluntary, other at Veenhuisen, called Beggar Colony, which is under Government; these institutions described, *Mills* 2195-2200. 2273-2278—System has not developed into socialism, *ib.* 2302—System a failure, *Lock* 4163.

HOLLAND, MR. GEORGE. (Analysis of his Evidence.)—Has had 40 years' experience, chiefly in Whitechapel, of poor in London, being connected most of that time with ragged schools and a mission, 5013, 5014. 5043—Is superintendent of George-yard Ragged Schools, 5034.

Labour Loan Society:

In connection with promotion of thrift, describes Labour Loan Society, consisting of 500 members, each contributing 6d. a week, with an interest of 5 per cent.; its flourishing

Report, 1888—continued.

HOLLAND, MR. GEORGE. (Analysis of his Evidence)—continued.

Labour Loan Society—continued.

flourishing condition during 1886-1887, years of exceptional distress; is at present in abeyance, owing to want of a responsible manager, 5015-5020; suggests such work should be taken up by boards of guardians as part of a plan of out-door relief; existence of such a fund obviates necessity of applying to parish for relief, 5021-5023.

Benefit Clubs:

States there are several flourishing benefit societies, such as clubs for mothers, clothing, coals, boots; 80 l. collected in twopences and threepences at one mothers' meeting, 5023, 5024—Want of such means of providence one of chief causes of distress; intemperance another, 5025, 5026.

Advocates establishment of a kind of universal benefit society safeguarded by the Poor Law, 5063-5068.

Favours insurance on part of parents for each child, also for burials; does not anticipate much difficulty in getting such insurance paid; employers might deduct it out of their wage, 5122-5125.

Poverty and Workhouse:

States extent of poverty cannot be measured by official returns of paupers, because of the prejudice of many against applying to the union, 5027, 5028—Attributes this to aversion of mixing with class of inmates of workhouse, 5030, 5032—And breaking up of family, *ib.*—Favours system of classification of applicants for relief as existing in Marylebone, 5031.

Ragged Schools:

States 45,000 children have passed through George Yard Ragged Schools in 35 years; has almost daily in winter to feed the children; tried in 1886, charging $\frac{1}{2}$ d. for food with moderate success, 5034, 5035—Does not consider it demoralising to feed them gratuitously; they would otherwise perish, 5036—Proper safeguards necessary; all his cases under proper investigation, 5038, 5039, 5089-5091;—prejudice against such relief due to its being done often recklessly, 5040—Children of drunken parents taken into shelter for the time; cases of worthless parents put into hands of authorities, 5092-5094.

His children are unable to pay anything, 5113, 5114:—are not at present being fed; can always apply for food; are taught to help themselves, *e.g.*, to cobble, carpenter, &c., and are intelligent, 5115-5118.

Insufficiency of food a cause of disease, 5037.

Pauper Statistics:

Maintains that pauper returns are no indication of existing poverty, 5041—Fewer apply to parish for relief now than formerly, owing to discontinuance of out-door relief; this accounts for number of paupers per thousand in 1857 being 46 compared with 25 in 1888; 5042, 5044—Admits according to statistics that pauperism has decreased a half since 1871, but denies it being an indication of diminution in poverty, 5045-5051—Decrease entirely owing to the stricter administration of the law, 5052, 5053.

Charity:

States there is more charity given now than formerly; this a desirable result, to a certain extent, from better administration of Poor Law, 5054-5056—Doubts expediency of discouraging people from resorting to parish for relief; regards it as a right for poor to get help from the Poor Law, 5057.

Out-door Relief:

Advocates out-door relief for respectable poor, 5058—Does not think this would tend to discourage thrift nor lead to bad system existing before new Poor Law, 5059-5062—Should be fenced round with precautions, 5087, 5088.

Boarding-out:

Suggests as an improvement on present system of large district schools that pauper children should be boarded out with foster parents, two or three to a family, 5069, 5084, 5085—That law applying to reformatories and industrial schools should be extended so as to prevent parents taking away children thus boarded out, 5070—Admits a difficulty in dealing differently than at present with cases where parents are temporarily relieved, 5070-5073, 5079-5082.

Is opposed to workhouses, and suggests some temporary shelter for children of parents who are there temporarily, 5074-5076—All children fit for boarding out should be so dealt with, 5078.

Report, 1888—continued.

HOLLAND, MR. GEORGE. (Analysis of his Evidence)—continued.

Cottage Homes :

Favours cottage homes, but prefers two or three in a home to twenty-five or thirty, 5083-5086.

Mission :

In connection with his mission, states he meets with casual labourers, inhabitants of lodging-houses, whom he describes as hard-working men; that they are not chiefly professional tramps, 5095-5097;—no more are "casuals," but acknowledges some may be, 5098, 5099—Those frequenting casual wards are men without homes, who would not work if they could get it, 5100-5102;—has little experience of them, 5103—States they are chiefly dock labourers that come to his mission; does not profess to give relief, but sometimes compelled; does so in deserving cases, 5104-5105;—works satisfactorily in connection with Poor Law Authorities; and advocates such a system of co-operation between all charitable institutions and the Poor Law, 5106-5108.

Explains that his mission has two nurseries for children working with the Poor Law, 5109.

Workhouse Schools, &c. :

Disapproves of workhouse schools for surplus children of widows chiefly on account of the inefficient training there, 5110—Suggests girls should be, thoroughly trained for service, a building being specially constructed for that purpose; such teaching being compulsory; the teachers to be old widowed servants, 5110.

Admits boys in workhouse schools are better trained than girls; but might be improved, 5111, 5112.

HOLLAND, HONOURABLE SYDNEY. (Analysis of his Evidence):

Is guardian of St. George's, Hanover-square, 5972—Hands in returns showing admissions and discharges of in-and-outs who have children during years 1884-1888, with a summary illustrative of four flagrant cases, 5973; *App. L.* pp. 702-708.

Homes. Country homes under control of guardians recommended for children of vicious parents in Paddington, *Sherrard* 2827. 2830.

Breaking up of, should be prevented as much as possible, *Sherrard* 2913; *Peck* 2749.

Homes for Working Boys. Boys sent there on leaving district schools, *Vallance* 4607—Boys when apprenticed out, boarded there, *Hadden* 5374. 5376.

Home-training. Great value of, *Sherrard* 2863. 2888; *Horn* 3348.

Hopkins, Miss Ellice. Head of Streatham Institution, 5744;—proves girl from cottage home more able to meet temptations of world than a girl from district school, *Horsley* 5743.

HORN, JOSEPH STEVENSON. (Analysis of his Evidence.)

Has been clerk to Burnley Board of Guardians for six years, 3298, 3299.

Statistics of Population and Pauperism :

Gives population of union in 1881; present population estimated at 150,000; these are engaged in manufacture, mining, and agriculture. Describes system of relief, and gives statistics.

Proportion of paupers to population in Burnley Union he gives as 1 in 55 in 1878, and in 1888 as being 1 in 69; in the county of Lancaster in 1878 it was 1 in 50; in 1888, 1 in 47, showing no improvement on in-door system; for England and Wales in 1878 it was 1 in 32; and in 1888, 1 in 33; 3301.

Refuses to admit it is unsatisfactory result of system of out-door relief that there should be larger percentage of pauperism in Burnley than in London, 3402-3405—Accounts for it by rapid rise in population of Burnley, and affirms there is no destitution outside ring of those relieved as there is in London, 3406-3411.

Does not infer from this that a class in London of people who merely exist, and get no relief from rates, would in Burnley be so relieved, 3412-3416;—Burnley being less densely populated, most persons know their neighbours; frankly admits that where workhouse-test has been used there has been corresponding diminution in number of paupers, but attributes diminution to other causes as well, such as improvement in trade, 3417.

Cost of Relief :

States that the cost of relief per head of population in 1887 to have been 1 s. 11½ d.; in Lancashire it was 2 s. 2½ d.; and in the entire country, 3 s. 4 d.; and this with a more rapid increase of population in Burnley than the rest of the county, 3302, 3366.

Out-

HORN, JOSEPH STEVENSON. (Analysis of his Evidence)—*continued.*

Out-door Relief:

Gives preference to out-door relief over indoor in Burnley Union, chiefly on the ground of the great demand for juvenile labour; out-door relief disbursed chiefly to (1) old people of good character; (2) widows with children; (3) destitute and temporarily sick; idle and dissolute are sent to workhouse, *ib.*

Widows with children not sent to workhouse because Local Government Board forbids children in workhouse being sent out as half-timers;—states there are at present 6,500 children working as half-timers, 3302, *ib.*

States Burnley guardians are unfavourable to proposed provision in Local Government Bill of a subvention of 4 *d.* per day in respect of indoor poor, 3302. 3365.

Quotes statistics of out-relief from return made in November 1887, and concludes that system of extensive out-door relief does not aid wages, but relieves deserving poor who are too old to work, or are widows who want help to tide them over temporary difficulty; does not recommend system for whole country, nor complains, in the main, of Local Government Board regulations regarding relief, 3302.

Does not attribute lesser amount of pauperism in Burnley compared with rest of Lancashire to any exceptional advantage possessed by former in respect of increased prosperity, 3303-3305—Shows by statistics that their system of extensive out-door relief does not lead to ultimate pauperism; maintains it is necessary owing to conditions of labour, 3358-3360. 3364.

Will not admit that it tends to discourage saving more than indoor relief; but grants that if out-door relief were restricted there would not be same resort to relief, 3361-3363.

Aged and Infirm Poor:

Explains that where an applicant for relief is unable to work through age and infirmity, and has no friends, he would be given ticket for workhouse; instances action of board of guardians a fortnight ago with reference to couple aged respectively 90 and 96; that this couple would still have been offered the house if it had been found on careful inquiry that they were able to get sufficient help to support life from their friends, 3306-3311.

States that the guardians would give out-door relief to a man earning an insufficient wage; this would hardly affect the price of wages, 3312-3317—That in cases where a man is earning fair wage but has a large family, some of whom are ill, out-door relief is sometimes given; children, however, generally taken into workhouse, 3318—Admits it is contrary to Poor Law regulations unaccompanied by parent, but explains that practice is exceptional, 3319-3322—Gives an exceptional instance of a whole family being relieved in workhouse, head being allowed out in search of work after short time; describes this action as an extension of principle of allowing a man to go for a day or two in search of work; guardians act similarly with regard to women with families, 3323-3325—Workhouse is offered to able-bodied unemployed, 3326.

There was a scarcity of employment three years ago; that Burnley Union, being a good wage-earning district, attracts many from other districts, and quotes the case of a widow who came from the Garstang Union with five children, 3327, 3356.

Denies such action produces undue competition with labour in his own union, but rather converts such people into useful members by causing them to earn something for themselves; admits that a plan which enables one union to send its paupers to another, but maintains this case was not one in point, 3328-3333.

Widows:

States usual practice of board in relieving case of an able-bodied widow with five children under ten years of age, is to give sufficient relief for three, leaving two to be supported by woman; this rule, however, varies according to special circumstances, *e.g.*, out-door relief refused where widow's home is unsuited to decent bringing up of the children, 3334-3346.

Guardians at Burnley not troubled much with "ins-and-outs," 3353.

Infirmaries:

Attributes existing increase of lying-in cases in workhouse to excellence of infirmary and medical attendance, &c., and believes deserted cases to be made up between man and wife, 3354.

Defines deserving poor to be those who live sober and temperate lives, but through force of circumstances have been unable to save anything, 3355.

Cottage Homes:

States, in order to keep children removed from contamination of workhouse, guardians built six cottage homes; the children are educated at National Schools in town, and (70—IND.)

HORN, JOSEPH STEVENSON. (Analysis of his Evidence)—continued.

Aged and Infirm Poor—continued.

wear no distinctive garb, 3302. 3350—That practice of placing children a widow cannot support in cottage-homes is occasionally resorted to, 3347;—is of opinion that no system is equal to home training; that best cottage-home training must be more or less mechanical, 3348.

State there is no boarding-out; that children under three are taken into workhouse; above three or five years, after a few days' probation, are sent to cottage-homes, 3349-3352.

Attributes the destitution of the aged, notwithstanding good wages of the district, to the prevalence of early marriages, 3357.

Guardians:

Advocates freedom for guardians throughout country to choose their own kind of relief without undue pressure from Local Government Board, 3364.

Has never met with a case in Burnley of a man seeking relief who is in receipt of money from benefit society, except certain lunatic cases, 3368-3370.

In cases of desertion states guardians take steps to secure portion of man's pension in support of his family, 3370.

Labour Yard:

States there is no labour-yard at Burnley, but an able-bodied man temporarily relieved with out-door relief is sent to labour at workhouse, 3367.

Benefit Clubs:

States Burnley operatives do not, to any large extent, belong to benefit societies; but that there exists a weavers' union for trade purposes, 3371—Denies this is due to existing system of out-door relief, and states there is large amount subscribed for insurance to secure a "decent burial," 3372-3374;—that an able-bodied man, when sick, is helped by contributions from his friends, 3375.

Instances flourishing state of Burnley Building Society, and spread of co-operative societies, as evidences of amount of thrift existing in the union, 3375, 3376.

Charity:

States Charity Organisation Society does not exist in his district; instances one case that was sent to them by society from London, which turned out a failure, 3377—In connection with churches, states there are charitable societies, but that they are badly organised; that there is no co-operation amongst themselves, or with them and Poor Law guardians; there is no discrimination, and, on the whole, charity plays very little part, 3378-3382, 3384, 3385.

Advocates organisation of a charitable society to supplement Poor Law relief, 3383.

Immigration:

States there has been certain amount of immigration from rural districts of unemployed into Burnley of late, but that they have all found employment; no immigration of foreigners; this applies to whole of Lancashire, except Manchester; that it has not caused discontent even there, 3386-3392.

Half-Timers:

States that employment of juveniles over ten as half-timers in weaving trade is confined to Burnley, Oldham, and Blackburn Unions; Burnley Union spends more than other two on out-relief, 3393-3396—Children are also employed in cotton-weaving and worsted-making, *e.g.*, Mr. Ackroyd's works at Nelson; wages begin at 2 s. or 3 s. per week, and go up to 18 s.; 3397-3404.

HORSLEY, REV. J. W. (Analysis of his Evidence):

Is secretary to Central Society for providing Homes for Waifs and Strays, 5737;—is chaplain to Lady Wilson's House of Mercy, 5745;—was chaplain of Clerkenwell prison for ten years; was led to study Poor Law question, from finding (1) many preferred prison to workhouse; (2) characteristics of workhouse training in young women in prison; (3) from his contact with guardians, 5738-5739. 5740.

District Schools, &c.:

Sends most of prison cases to Society for Befriending Young Servants, 5741;—does not agree with them, that training in districts schools prevents girls going morally wrong, and quotes Miss Whitworth, 5742—A girl from large district school less able to meet temptations of world subsequently than girls from cottage-home, 5743—Has evidence from the penitentiaries that they are a class by themselves; not more vicious but less capable of virtue, passive, backboneless, 5744, 5745.

Has

Report, 1888—continued.

HORSLEY, REV. J. W. (Analysis of his Evidence)—continued.

District Schools, &c.—continued.

Has no personal knowledge of district schools or unkindness to children there; thinks it uncleanly that girls up to time of leaving should not be provided with night-dresses, 5766. 5818—Agrees with other witnesses as to mechanical training in district schools, 5819;—are the most expensive kind of training; guardians are actuated by children's interest in keeping them up, but do not save rates thereby, 5826-5829.

Suggests, as a remedy, abolishing of workhouse and district schools, as in Australia, and substituting boarding out and emigration, 5746-5748. 5815. 5831—Condemns district schools because of their size, 5788-5792;—thirty girls would be the best number, 5916.

Boarding-out:

States boarding-out would be a practical remedy; it is practised in Scotland, Ireland, and Finland, 5749—Guardians are averse to it partly through ignorance, partly prejudice; instances statement made to him by two men from country that their children in workhouse cost only 2 s. 10 d. a week, 5750, 5751;—challenges this statement and maintains that all establishment charges must have been left out, 5752. 5823-5825—Epsom board of guardians have entrusted him with boarding out, which he does at 4 s. and 5 s. per head, instead of 8 s.: 5752.

Grants establishment charges would remain the same whether children in workhouse or not, but maintains boarding-out is cheaper than the workhouse system, 5753-5755;—it pays also financially by curtailing pauperism, 5756.

Would ensure kind personal treatment to boarded-out children by (1) selection of foster-parents; (2) inspection, 5820, 5821—No difficulty in finding ladies; that there are many certificated committees waiting for children, and others disbanded from want of children to inspect, 5822.

Certified Homes:

Describes system of certified or voluntary homes for depauperising purposes; that there are 157 in existence, and girls once there never hear of guardians again, 5757, 5758;—that guardians are increasingly making use of them, but a prejudice exists against them; quotes instance from Devonshire where boarding-out objected to because cheap servants would then be unprocurable from workhouse, 5759. 5761—Guardians also object to children being removed from workhouse because of implied slur on them, 5762, 5763;—quotes case where matron (head of a district school) objected to boarding-out because her business would then be gone, 5764, 5765.

Workhouse, &c.:

No guardian has right to enter workhouse without permission; admits visiting committee have that right; quotes case of a guardian who is only on visiting rota one fortnight in the year, which fortnight he is always abroad, 5766-5771. 5780-5785;—praises those guardians who constitute whole board into a visiting committee, 5787;—does not agree that that course might lead to either too much or no visiting, 5772-5774;—visiting and weekly reports might be done without a rota, 5775-5777;—objects to rota because under it visits are expected, 5778.

States that, as law exists, orphan and deserted children only can be depauperised; State has no guardianship over those children having a parent in workhouse, 5793-5795—Such children can, however, be dealt with in district schools on cottage principle, as existing in Kensington, Birmingham, and Shoreditch, 5796.

Cottage Homes:

Describes benefit derived from cottage-home system, 5797—Success of system depends on selection of home, and supervision; plenty of homes and foster parents to be got at any moment, 5798-5800.

States there are excellent homes in Midland Counties; sent sixteen children to Atherstone, where good parents, cheap living, and plenty of employment exist, 5801.

Difficulties have occurred in boarding out, as mentioned by Miss Mason, but states that she is over particular; rather doubts cases of uncleanness, &c. reported by her; most desirable there should be inspection, 5802-5809.

Is desirous of substituting cottage homes for workhouse schools, 5810—The rest to be boarded out; that the State should assume guardianship of children of tramps; thinks children of other parents in receipt of relief temporarily, might be sent to cottage-homes for short time, 5811, 5812—Admits his system could not deal with the whole of pauper children, 5813—Boys do not suffer so much from massing as girls, 5814.

Hospitals. Infirmaries treated as, *Owen* 38 — Hospitals belonging to Metropolitan Asylums Board; how the poor suffering from fever and small-pox are treated at, *Owen* 39.

Compared with infirmaries, *Pell* 1457, 1458;—demoralising effect of London hospitals, *Pell* 1457, 1459;—out-patient relief in very mischievous, *Hill* 1693-1696;—take patients at too low a rate, *Pell* 1583-1585;—system of out-relief in should be amended, *Billing* 2493.

Free hospitals hinder work of provident dispensaries, *Hill* 1671-1674;—tend to check poor from providing for themselves, *Loch* 4149, 4150;—payment should be made in by all who can possibly afford it, *Pell* 1462-1464;—submission to critical surgical operations, a form of payment, *ib.* 1465;—part payment in advocated, *Loch* 4230-4232.

Few paupers in Birmingham hospitals under false pretences, *Henley* 369.

Result of inquiries with regard to inmates of, in London; in one case 169 out of 641 were proper cases for a free hospital; in another case only 43 per cent. were genuine cases, *Loch* 4146, 4147 — Difficulties in way of remedy; (1) special hospitals for special cases; (2) wants of profession; (3) impecuniosity, *ib.* 4151;—commission of inquiry demanded, *ib.* 4151. 4206; *Rep.* viii.

Working-men should subscribe to, as in the North of England, and those who send cases there should pay for their maintenance there, *Loch* 4153, 4154 — Reasons for wishing whole system of free hospitals revised, *ib.* 4203-4205 — Boards of guardians subscribe to them, *Bridges* 5468, 5469. 5471-5473.

Suggestion that they should be connected with infirmaries, especially for treatment of chronic cases there, *ib.* 5464-5467, 5470.

Housekeeping. Taught in the district schools of the Whitechapel Union with beneficial results, *Billing* 2416, 2417.

House-Boy Brigade. Boys sent there after leaving district schools, *Vallance* 4607.

Howell, Mr. James John. Workhouse master at Newcastle-on-Tyne; his letter detailing useful labour accomplished by indoor paupers, 2191-2194.

I.

Ilkeston. Gross case of starving three children at by their parents; no action taken though case well-known till third child died; parents received insurance money for children, *Waugh* 5883.

Imbeciles. See *Paupers*.

Immigration. Is continued from the country to London, *Hill* 1712, 1713 — Composed half of agricultural labourers, half from provincial towns, *Billing* 2519;—to East London, is cause of distress there, *ib.* 2404. 2407;—extent of from country to Whitechapel, *ib.* 2504, 2505;—is not increasing, *ib.* 2518-2522;—attempts to send them back, *ib.* 2506-2510.

Has materially increased difficulty of Poor Law relief in London, *Peck* 2780-2785; *Kitto* 3551-3554 — Of foreign Jews to Spitalfields interferes with labour market, *Billing* 2443-2444 — Large amount of, among the Jews, *Alexander* 4984-4989 — Certain amount of, from rural districts to Burnley, but not of foreigners, *Horn* 3386-3392 — Affects London labour market injuriously, *Kitto* 3535-3537. 3555, 3556.

Exceptional amount of, during last two years, *Kitto* 3549, 3550;—extreme reluctance of immigrants to return to country, *ib.* 3577;—such cases should be dealt with by charity, *ib.* 3579;—by action of country guardians, *ib.*

Amount of, to metropolis exaggerated, *Rep.* vi.;—its effect on metropolitan destitution not to be measured by number of immigrants applying for relief, *Rep.* vi.;—something should be done to stop it to London, *Compton* 3844-3846.

Imposition. Checked by enforcement of labour-test, *Owen* 12.

Industrial Schools. In the colonies, correspond to our workhouse schools, and are gradually being closed in Australia and New Zealand in favour of the boarding-out system, *Hall* 3990 — Children found begging, or wandering alone, or frequenting bad company, and refractory children from workhouse sent to, *Vallance* 4609, 4610; *Rep.* ix. — Period of detention in, beyond age of sixteen advocated, *Vallance* 4618-4616;—powers of detention in, up to sixteen, proposed to be extended to workhouse system, *Waugh* 5893.

Report, 1888—continued.

Industrial Schools Act, 1866. Suggestion that Section 14, Sub-section 2, which refers to a child found wandering, and not having any home or settled place of abode, or proper guardianship, or visible means of subsistence, should be extended to workhouse system; that guardians should have same power and take all children who are abandoned, *Waugh* 5893. 5928. 5931-5935. 5962, 5963.

About 15,000 children sent to industrial schools under, *Waugh* 5937.

Industrial Village. See also *Pauper Farms.*—Establishment of, by charitable means suggested as remedy for present distress, *Compton* 3695-3699; *Rep.* vi.

Infirmaries. Established in almost every union consequent on Act of 1867, *Owen* 34—Statistics of additional infirmary accommodation, *ib.* 35—Resident medical attendant in, whose whole time is given to patients in; expenses paid by guardians, *ib.* 37—Their establishment sometimes urged as cause of increase in rates, *ib.* 38—Formerly were part of workhouse, attended by visiting doctor, are now distinct and superintended by resident doctor, matron, and trained staff of nurses, *Bridges* 5461; *Rep.* vii.—Suggestion they should now be made part of workhouse, but impracticable, *Pell* 1455-1456.

Equal to general hospitals, and the able-bodied sick poor admitted to, in Whitechapel, while their families are relieved by charity, *Vallance* 4450—Relief in, not so eligible as out-door relief owing to consequent separation of the family, *ib.* 4456.

Poor not so reluctant to enter them as workhouse; are not abused, *Hedley* 670, 671; *Pell* 1436; *Bridges* 5478;—prejudice against, among poor, *Hadden* 5361—Ought to be comfortable, so as to cure as soon as possible; but inmates should be made to feel they are ordinary paupers, *Henley* 381-383—Establishment of, in Birmingham, *Henley* 342;—guardians unable to check stream of inmates to, *ib.* 348; *Rep.* vii, viii;—order issued to recover by way of loan from inmates of workhouse infirmary, did no good, *ib.* 369—Young women about to be confined can enter without first going into workhouse proper, *Twining* 2998. 3042;—their excellence; reason for increase of lying-in cases, *Horn* 3354—Do not attract poor, *Hadden* 5362—Temporary sick cases in Marylebone sent there, *Jones* 3427, 3428.

System of, in Whitechapel; its advantages over out-door relief, *Vallance* 4450. 4455-4459—Cost in, 7 s. per head compared with 4 s. in workhouse, *Hardcastle* 4841.

Good arrangements of, in St. George's-in-the-East, *Pell* 1457 *et seq.*; *Crowder* 1916.

Special one distinct from workhouse in Wandsworth, *Acworth* 5196, 5197; *Hadden* 5359—Ditto, in City of London Union, *ib.*—System approved; but increase of medical staff advocated, *Bridges* 5464.

Suggestion that they should be connected with hospital, *Bridges* 5464-5467. 5470—Their improved condition has not increased number in receipt of Poor Law relief, *ib.* 5479—In Kensington has done so, *Brandreth* 5611-5613; *Rep.* viii—Objections to improvement in, successfully met, *Bridges* 5480, 5481.

Three examples to prove superiority of present system over old sick wards in; treatment of "so-called" chronic cases, *ib.* 5484, 5485. 5511; *Rep.* viii.;—are the only places where chronic cases in country are dealt with, *Twining* 3014;—action taken by superintendent of, in difficult surgical operations, &c., *Bridges* 5486-5489. 5521-5525.

Nursing in, has much improved, *Bridges* 5512—Use of electricity in, *ib.* 5509 5510.

Clinical teaching in, strongly advocated, *Twining* 3012 *et seq.*; *Hadden* 5508—Admission of medical students to, objected to, *Pell* 1586, 1587;—advocated, *Twining* 3012, 3013; *Hardcastle* 4847, 4848—Advisability of extending system of, *Twining* 3074 *et seq.*—Management of, should be separated from that of workhouse proper, *ib.* 3665.

Ins and Outs. Class of casuals known in Scotland as "in-and-outers;" also known in England, and cause guardians great annoyance, as they have no power to refuse readmittance; difficulty might be met by general regulations, not legislation, *Owen* 306-9; *Henley* 517; *Davy* 966-968; *Davies* 1316.

Evils caused by, *Twining* 2986 *et seq.*; 3031;—example of, in Whitechapel, *Vallance* 4517;—evils of, as affecting children recognised, *Rep.* vii.;—are often women who come to be confined, *Davy* 970, 971;—are army pensioners, *Twining* 3032;—are distinct from class of permanent inmates of workhouse, *ib.* 3035—In Burnley, class of not numerous: chiefly composed of those paupers who have been refused a day's leave, *Horn* 3353.

Report, 1888—continued.

Ins and Outs—continued.

Returns showing course of admissions and discharges of those with children, *Holland* 5973; *App. L.* pp. 702-709.

Increased powers of detention advocated to deal with evil of, *Crowder* 1920 1923; *Billing* 2420; *Twining* 2988; *Vallance* 4522; *Hardcastle* 4822-4825; *Aeworth* 5201-5203; *Bowden* 5686-5688;—greater powers of detention undesirable, *Henley* 517; *Rep.* vii.;—classification of, in workhouse objected to, *Davies* 1317, 1318;—children of, should be detained, *Twining* 3037—Suggestion that guardians should be able by magisterial warrant to take children of out of parents' control, *Vallance* 4520, 4521, 4526-4528.

Insurance. See also *Benefit Society*.

Expediency of compulsory insurance against sickness and old age doubted, *Davies* 1303;—impracticable, *ib.* 1356—Canon Blackley's Scheme of, *Sherrard* 2846, 2847. 2928—Is a premium on murder, *Waugh* 5965—Advocated so as to secure pension in old age, *Valpy* 4748—On part of parents for each child, and for burials, advocated, *Holland* 5122, 5123. 5125—Suggestion that such insurance should be deducted by employer, out of wage, *ib.* 5124—Suggestion for doubly punishing those parents who have beneficiary interest in children they maltreat, *Waugh* 5966-5969.

Intermittently Employed. Should have house-test offered them unless provident, *Crowder* 1820-1822—Not very numerous in St. George's, *ib.* 1824;—very numerous in Hackney, *Jay* 2122-2124—Are attracted by relief works, *Crowder* 1838—Are not necessarily improvident, *ib.* 1928.

Ireland. Failure of system of emigration from, *Compton* 3717;—owing to emigrants being taken from pauper class contrary to conditions entered into with Canadian Government, *ib.* 3875. 3877, 3878. 3881—System of emigration from, in 1882, organised by Mr. Tuke, most successful, *ib.* 3876. 3879, 3880—Boarding out exclusively practised in for last thirty years, *Horsley* 5749;—adopted from motives of thrift, *ib.* 5755.

Islington. Out-door relief given freely in; ratio of pauperism per thousand of population is 17.1, *Compton* 3922.

J.

JAY, THE REV. WILLIAM. (Analysis of his Evidence.) (*Hackney*):

Vicar of Christ Church, St. George's; was never guardian; is member of School Board for Tower Hamlets; was three years in Hackney five years ago, 2162-2166.

Out-door Relief:

System in Hackney different from that in St. George's; out-door and all relief was given promiscuously; is a rich union and out-door relief was given to anyone who had interest with the guardians, 2107-2118—St. George's system should be applied to Hackney, 2119. 2125, 2126—Out-door relief always inadequate; keeps people in misery without doing any real good, and gives an example, 2111—Hackney system demoralised the people, and hard cases arose, some of which created scandal, 2112—Difficult to compare Hackney with St. George's, one union being rich and the other poor; there is a distinct improvement in St. George's; no out-door relief there in his time, 2115—Private charity in Hackney was often given as well as relief; there was no means of knowing who was getting relief, 2120, 2121—Does not think there was much imposition in Hackney; but relief given there without due investigation, 2127.

Neither guardians nor relieving officers were in fault; proper system of giving out-door relief is impossible without making more relieving officers, 2128, 2129;—officers could only report to the board, and the board had no fixed rules as to giving relief, 2129-2130.

There is a large and increasing number of intermittently employed in Hackney; they mostly apply for out-door relief in winter, 2122-2124.

Has found general satisfaction in St. George's with strict administration of the Poor Law, except among the Socialists, 2131, 2132.

Charity:

Report, 1888—continued.

JAY, THE REV. WILLIAM. (Analysis of his Evidence)—continued.

Charity :

Religious bodies give very little charity in St. George's; Roman Catholics give; little; Church of England has little to give; Wesleyans have lately been giving more; funds for charity mostly come from outside, 2133, 2134—System in St. George's could be maintained without charitable help from outside, 2135.

School Board Children and Free Meals :

Many of the children attending the board schools are not properly fed, 2136—Witness arranges for feeding 450 children daily in schools in his neighbourhood; no regular attendants need complain of want of food, 2137-2138;—halfpenny is charged for dinners, but many given free, 2140, 2154;—are given with great discrimination, 2140;—no great harm in feeding children free; it is a choice of evils; might render parents improvident, 2141-2144;—is only remedy against starving of children by their parents, 2152—If parents with the means did not give their children food enough, conviction would be very difficult; magistrates would not convict; thinks the law should be strengthened in that direction, 2145-2151.

If a father does not give his child enough food, he can only be punished if it dies, or if the Society for Protection of Children interferes, 2157-2158—Cheap remunerative dinners would be the best plan; that was tried, but failed because of the exceptions which had to be made; charitable people's interference by giving free tickets would be bad; they give too promiscuously, 2155, 2156, 2159—Making education free and charging parents a penny for children's dinner is impracticable, 2160-2164.

Guardians in St. George's do not pay school fees, but the board remits them very largely; magistrates will not convict if they think the parents cannot pay, 2161, 2162, 2165—Case of industrious man out of work, who was refused out-door relief for his family for a short time, should be dealt with by charity; in out-door relief the masses must be looked at, not individual cases; impossible to deal with all out of work cases, 2166-2169.

Jews. Many pension societies among, for relief of aged and infirm, *Alexander* 4960—Jewish poor are very industrious; complete record kept of all of them in the metropolis; all are known to the board of guardians, *Alexander* 4998—Board in complete accord with parish board, *ib.* 5010;—have neither workhouse nor infirmary, *ib.* 4941, 4942—Out-door relief given in conjunction with charity, *Rep.* iv.;—practice among, is to give out-relief, *Alexander* 4942—Application for relief made first to Jewish Board of Guardians, *ib.* 5011, 5012;—each case for relief investigated; object is to help cases to help themselves, *ib.* 4946;—given only to produce permanent good, *ib.* 4994;—able-bodied among, how relieved, *ib.* 4947-4958, 5008, 5009.

Aged and infirm, how relieved, *Alexander* 4959-4961.

Practice among with regard to widows and their children, *Alexander* 4962-4965—Adequate relief given, *ib.* 4995—Medical relief given in full by, *Alexander* 4969—Statistics of relief given last year by Jewish Board of Guardians, *Alexander* 4970-4973, 5005, 5006; *App.* 691;—is combination of ordinary relief and extensive charity, *Alexander* 4992—Tendency is towards increase of relief, *Alexander* 4974, 4975;—system does not increase pauperism, *ib.* 4993—Poverty among, has increased, *ib.* 4976—Workroom for girls among, *ib.* 4978, 4979—Money advanced on loan for purposes of trade, *ib.* 4980-4991—Emigration among, *ib.* 4981-4983—Statistics of immigration among, *ib.* 4984-4989; *Billing* 2443-2447, 2481, 2482.

Not many undeserving cases among, owing to inclination among to work, *Alexander* 4996, 4997—Action of Jewish Board of Guardians with regard to deserted children, results in re-uniting many families yearly, *Alexander* 4999—Vagrants applying for night's lodging sent to casual wards, *ib.* 5000, 5001—Very few in London relieved by rates except medically, *ib.* 5097—Are hired under sweating system, *Billing* 2448, 2449—Early marriages not frequent among, *ib.* 2499—No general conclusions to be drawn from practice of Jewish Board of Guardians, *Rep.* iv.

JONES, MR. JOHN. (Analysis of his Evidence):

Has been relieving officer of Stepney Union, since 1869; vouches for accuracy of pauper statistics for union before Committee, 1046-1049;—is relieving officer of his district with one assistant, and describes his duty as such; there is one other relieving officer in the union, 1138, 1141, 1142, 1221;—must communicate with clergy, 1109.

There is now large reduction in out-door pauperism in union, 1049-1050—In-door paupers less formerly; are now at a standstill; cost of maintenance has also decreased, 1052-1059.

Report, 1888—*continued.*

JONES, MR. JOHN. (Analysis of his Evidence)—*continued.*

System prevailing in has helped detection of fraud, 1161, 1162—Distress, if measured by demand for relief, has been less last winter than in previous one; there have not been so many unemployed, 1194, 1195.

Praises system of keeping records of cases in Stepney, 1248;—describes this system, and produces two kinds of forms in use, 1250-1256; *App. C.* 671-674.

Widows :

States established practice of guardians with regard to out-door relief is to take into district school unmaintainable portion of widow's family; if widow refused offer she would be given an order for house, 1060-1067;—number of children a widow can support varies, and is left to guardians' discretion, 1071, 1072.

Widows may remove one or more of their children as they like, but must report themselves at relief office once a month; relief officer visits widow's home once a month, and sends report to guardians; all widows come before guardians once in six months, 1071-1073—In effect widows receive out-door relief; system has resulted in large diminution of applications; there has been no complaint, 1074-1078.

Pauper Children :

Children sent to district schools at Sutton; three establishments there; children entirely maintained, 1068-1070—Has been established for relief of widows with large families; on application to guardians on a Thursday a widow can take out her child on the following Tuesday; in urgent cases sooner; boys are apprenticed, and girls sent to service, when old enough, 1198-1202.

Guardians habitually require a pauper's relations to contribute to his maintenance, and they are compelled if they refuse when able to do so; part of his duty to collect such contributions; has never known less than a shilling a week enforced, 1102-1106.

Aged and Infirm :

As to aged and infirm poor; their cases are entered in record book, and after due inquiry applicants, if they do not accept workhouse, are referred to Charity Organisation Society; no out-door relief has been given since 1877 to aged poor, 1100, 1101.

Administration of Relief :

To obtain relief in Stepney application must be made to relieving officer between half past 9 a.m. and 5.30 p.m. Out-relief can be obtained outside those hours, after inquiry; as a rule, house offered, 1143, 1144;—has nothing to do with classification of paupers in workhouse, 1145, 1146—Law must deal with destitution only, 1110.

System of giving out-relief prevents mixture of good and bad paupers in a workhouse, 1147—Those reported as bad by Charity Societies are offered workhouse, 1154—Better class of poor get on by combination and assistance among themselves, 1159.

States existence of a feeling among poor that it is derogatory even to receive out-door relief, 1160, 1161—Contrary opinion, 1243, 1244.

Able-Bodied :

Able-bodied men in cases of presumably long illness are admitted to sick asylum, their families being supported by charity or taken into workhouse, 1079-1081—If application made through want of work, men are offered the workhouse; their families, if of good repute, relieved by charity or out-door relief; if not, workhouse offered to whole family, 1082-1084—Able-bodied men of good character are admitted into workhouse, while their families are left outside, and are subject to workhouse test of stone-breaking, &c., 1203, 1204—Objects to skilled labour being instituted in workhouse; instances evils that arose from sale of wood chopped in workhouse for which market price was charged, 1205-1208.

Women with illegitimate children given in-door relief only; mentions one exception, 1085, 1086.

Dock labourers earn enough to prevent application to guardians for relief, 1088-1091;—many do apply, 1196.

System of relief in Stepney produces no hardship, 1222;—no demand exists to give more out-door relief, 1223, 1224—Poplar complains that the system sends paupers to neighbouring unions, 1228, 1229, 1232—Quotes instances to show how under that system undeserving get relief, which induced witness to take action, 1233-1235;—examines proposition that notwithstanding decrease in out-relief aggregate pauper-cost is same as it was eighteen years ago; proves weekly payments per head have been increased, 1236;—adherence to decisions once given prevents importunity, 1237.

Casuals,

Report, 1888—*continued*.

JONES, MR. JOHN. (Analysis of his Evidence)—*continued*.

Casuals, &c. :

There has been no casual ward for ten years; casuals are either admitted to workhouse or sent to nearest casual ward. There is a place kept by charity where respectable casuals are admitted for a week, 1113-1124—Objects to establishment by Poor Law guardians of houses of refuge for casuals, but favours classification in casual wards of tramps and genuine wayfarers, 1163-1167—Tramps applying for casual ward frequently turn out to be locals, and are sent to the workhouse as ordinary paupers, 1168-1174—Number of tramps is on the decrease, 1175—Practice of casting duty of providing for wayfarers upon other unions allowed by Local Government Board, 1124-1128, 1230, 1231.

Quotes his experience in 1869 when there were casual wards, of class, and number in a night, of casuals; in five of these wards in six months 495 so-called wayfarers were sent to prison; subsequently, for a yearly salary of 20 £, it was his duty to admit casuals; but from former experience sent greater number of applicants to workhouse; eventually Local Government Board closed casual ward, 1129—Suggests that no difference should be made in giving relief to casual and ordinary pauper; but period of detention should be regulated; safe to leave it to discretion of master of workhouse to discharge after one night, 1132-1134.

Recommends that Law of Settlement should be abolished, as regards metropolis, but approves of those from country who have become chargeable to rates in London being sent back to country, 1135-1137;—advocates its judicious application, 1238, 1239.

Labour Yards :

There are no labour yards in Stepney; since 1872 discontinued, 1087, 1093;—is strongly against their establishment, 1099;—describes evil effect of labour yards when they were open, 1092, 1093;—*bonâ fide* working men did not come to them, therefore no hardship to offer workhouse to those who did, 1157, 1158.

Labour yards demoralised dock labourers; created chronic necessity; used by labourers as relief in aid of wages; when labour yard closed labour test in workhouse offered with but one in 50 acceptances; gives similar instance in 1881 of four out of 50 acceptances; of those four none remained longer than three days; suggests that Local Government Board should empower guardians to offer workhouse test instead of labour yard, and allow family to be relieved out of poor rates where charity not forthcoming, 1093;—plan might have effect of substituting Poor Law for charity, 1094-1098.

Charity Organisation Society :

Eulogises Charity Organisation Society, which has relieved Poor-Law officers of frequent applications from clergymen; suggests closer union between Charity Organisation Society and Poor Law relief authorities, 1211-1213—Quotes statistics from paper handed in of relief given last year by the Society, 1140;—cases under consideration for relief if urgent dealt with by the Society, if not by guardians, 1176-1178;—Society is connected with all other charities in the union, 1109, 1155, 1156.

Describes system in his district of communication between guardians and charitable organisations; communication has been going on twelve years; has himself been a member of Charity Organisation Committee for Stepney for fourteen years; refers deserving cases for relief to that Committee, 1107, 1108;—was personally instrumental in effecting this communication, 1148-1150.

Has never heard of objection being raised that, on account of charitable help, those ratepayers who did not contribute to charities were relieved by those who did, 1110-1112, 1153.

States Poor Law cannot do without charity, in Stepney, what it now does with it; Poor Law system requires an authorised machinery for recording facts and cases, and an inter-communication between officers of different unions; it is competent by itself to deal with destitution, but should be connected with charity; Poor Law relief is demanded and given as legal right; charitable relief promotes personal friendship between rich and poor, 1139, 1220.

States that amongst a certain class self-respect with regard to receiving relief is on the increase; but not among "hereditary class"; such are best dealt with by charitable workers; describes this class and thinks superior mind and feeling of charity required to raise them, which Poor Law cannot offer, 1214-1220.

Advocates an organised system of relief which would bring rich and poor together; relief, if left to State, keeps them apart; charity by itself is fitful; recommends abolition of relieving officers for out-door cases, substituting Elberfeld system; charity will always deal with poor in London; doubtful in country, 1210, 1220;—cannot be restricted to certain hard cases, 1151, 1152.

Report, 1888—*continued.*

JONES, MR. JOHN. (Analysis of his Evidence)—*continued.*

Charity Organisation Society—continued.

Describes Bolton's House of Refuge in East End which works pretty well; food not enticing; inmates must leave in search of work at 5 a.m.; admission after 8 p.m.; genuine seekers for work only go there, 1178-1185.

States there are several small but no large charities in Stepney, and describes the Stepney Relief Society and Tower Hamlets Pension Society, 1186. 1193.

Recommends abolition of out-door relief in order to bring charity into the field, 1245. 1247;—if continued recommends system of inquiries adopted by Charity Organisation, 1249-1251.

States there has been very little migration of labourers from country; some instances among dock labourers; gives instances of a gardener from Devonshire who was worse off in London than if he had remained in country, 1240-1242.

No considerable number of unemployed in Stepney even in winter except among bricklayers, 1088-1197;—gives his experience during disturbance of unemployed in 1887, and the result of the offers made to them of test work, or workhouse, their children being provided for, 1261.

Recommends inter-communication of information, and interchange of reports between the several unions by order of Local Government Board, 1257, 1258;—that guardians should go out in triennial rotation in order to promote continuity, 1225-1227. 1259, 1260.

JONES, MR. THOMAS CHARLES. (Analysis of his Evidence):

Is Chairman of Committee of out-door relief in Marylebone, and has had twenty years' experience (chiefly of out-door relief) as guardian of poor in St. Pancras and Marylebone, 3418, 3419.

Out-door Relief to Widows, &c.:

Describes system of out-door relief prevailing with regard to widows with children; that formerly children were taken from widows and sent to district schools; now, except in exceptional cases, widow has charge of her own children, 3420, 3421—Declares there would be same number of applications for relief under either system, 3422-3426.

States temporarily sick cases are generally sent to infirmary, especially if sick man is the bread earner; out-door relief seldom given except on a medical certificate; that if the man has help from other sources extra help from rates only given in exceptional cases; disapproves on principle of giving small doles of relief in aid of wages, 3427-3433.

Advocates giving of relief in kind; it is seldom converted by recipient into money, 3465-3467.

Disapproves of indiscriminate out-door relief; also of its abolition; it should be used as an adjunct to in-door relief, to avoid breaking up of home; its abolition would be resented by ratepayers, as being inhuman, 3468-3471.

Labour Yard:

States labour yard has been in existence during last two winters to meet exceptional distress; stone-breaking instituted at minimum wage of 1 s. 6 d. a day for piece-work; rate was much below an ordinary wage; severity of work and lowness of wage prevented imposture; that same men had they been offered orders for workhouse would have accepted them, 3434-3441. 3448.

That there was no exceptional number of unemployed in district last winter; painters and carpenters being frequently out of work, do not earn sufficient for their maintenance during winter, 3442-3445—Admits that giving them out-relief during winter tends to keep down rate of summer wage, but that labour-yard has not that effect, 3446, 3447.

Boarding-out System:

Is dissatisfied with results of boarding-out children, which prevails to a small extent in Marylebone, and gives preference to district schools, because supervision of guardians is there secured, otherwise would prefer boarding-out system, 3452-3456. 3458;—thinks such supervision could be effected even so far away as Esher by an occasional sub-committee, 3457. 3459, 3460.

Maintains extension of Local Government Board's supervision over boarded-out children as well as over guardians would prevent abuses such as happened at Denmead, 3476-3478.

Relief:

JONES, MR. THOMAS CHARLES. (Analysis of his Evidence)—continued.

Relief:

States every case for relief is thoroughly investigated, 3463, 3464;—that pauper statistics for 1887 show the strictness of the administration of the Poor Law, 3465.

Charity Organisation Society:

States there is a close connection between Charity Organisation Society and Poor Law Guardians, which is greatly advantageous to both; 3727-3475.

District Schools:

Has strong objection to children being brought up in district schools; they remain too long; are defectively trained; the girls turn out badly, and sometimes become permanent paupers; advocates more technical training, 3479.

Workhouse:

Suggests that guardians should have power of longer detention in workhouse to meet the evil of young men oscillating between public-house and workhouse; period of detention would depend on character and number of times of admittance of individual; no period should be less than a week, and should be as long as a month for in-and-outers; but discretionary power should be left to master, subject to sanction of guardians, 3480-3484.

K.

Kendal. Population of Kendal is about 14,000, employed in the production of all necessaries of life; very few unemployed, *Mills* 2310-2313.

Kennington. Instance of unemployed in who wont work when offered it at a fair wage, *Harding* 3650, 3651.

Kensington. (See also evidences of *Miss Twining* and *Mr. Brandreth*.)

Good system of classification in, *Twining* 2988. 3005.

Co-operation between Poor Law guardians and Charity Organisation Society in for relief of distress caused by misfortune; class of cases helped in by the Society, *Loch* 4078—Charitable relief in, if properly applied, quite sufficient to relieve all out-door distress, *Twining* 3022—Good nurses in, *ib.* 3054.

Workhouse in Mary-place, Notting Hill; able-bodied paupers sent there from St. George's, Hanover-square, and put to strict test labour, *Hardeastle* 4855.

Widows required to support two children, *Twining* 3060-3064; *Brandreth* 5528—Children of widows and of those receiving permanent relief form two-thirds of the children in district schools of, *Brandreth* 5528-5530. 5545-5550—Evils and expense of this system, *ib.* 5528-5530. 5535-5538. 5542-5544. 5632—Suggested remedy, *ib.* 5539-5541. 5635.

Ratepayers of choose eighteen guardians, *Bowden* 5683—Average of 500 in infirmary of and 900 in workhouse, *Brandreth* 5580; *Bowden* 5692—Cost of patient in workhouse, *Brandreth* 5563—Separate workhouse for able-bodied in, *Bowden* 5693; *Brandreth* 5574-5577;—also casual ward, *Bowden* 5723—Workhouse offered in to infirm, able to earn a little, *Brandreth* 5557, 5558—Practice in, with regard to pauper relatives, *Brandreth* 5551-5556—Common fund has had very little result in, *Brandreth* 5562-5565—Labour-yard in abolished; no consequent evil results, *ib.* 5570-5572;—no destitution in, *ib.* 5579—Administration in is strict as regards out-door relief, *Twining* 3056. 3058; *Brandreth* 5588. 5599—Average pauper statistics per 1,000 of population in, *Brandreth* 5586, 5587—Pauper returns of former years compared with present ones lead to false conclusion, *ib.* 5589-5599—Very little boarding-out in; examples of it unsatisfactory, *ib.* 5600-5605—Emigration from, *ib.* 5606-5610—Improved infirmary accommodation in, *ib.* 5611-5613—Medical out-relief left to doctors and relieving officer, *ib.* 5614-5616—Very few medical or benefit clubs in, *ib.* 5617, 5618.

King's Newton. Cost of maintenance per annum per head of children boarded out under the certified committees of, *Hall* 4059.

Report, 1888—*continued.*

Kilburn. Institution at for providing free dinners during winter; system objected to as pauperising, *Loch* 4208-4212. 4228; *Allen* 3164-3166.

Kitto, Mr. Forms a committee to visit the casual ward at St. Giles's for purpose of selecting from the casuals there those who were fit subjects for help; method of investigation described, *Valpy* 4707-4711.

KITTO, REV. JOHN F. (Analysis of his Evidence):

Has been clergyman in London for twenty-six years, of which twenty were spent in East-end, 3564-3566;—gained much experience of Poor Law as guardian in Poplar twenty years ago during period of extraordinary pressure, 3567.

Trafalgar Square :

Was Chairman of Committee of Inquiry into system of casual wards in London, arising from congestion of poor in Trafalgar-square; this begun with a few who lodged every night there, and was gradually increased to 400 or 500; eventually, by help of police, tickets for food and lodging were distributed at nearest casual wards, 3487, 3488—This relief he states to be unconnected with administration of Poor Law until it began to be distributed at casual wards, when, by his exertions, Committee of Inquiry instituted to investigate each case, 3489.

Disapproved of system of tickets, but maintains Poor Law administration was unable to cope with these cases, 3490-3492. 3504.

States that to relieve pressure in Strand Union guardians issued tickets on lodging-houses, adopting system of committee, and maintains that their action was not supplemented by private tickets, 3493, 3494;—admits it is duty of guardians to give food and shelter to all destitute applicants, but that shelter offered is insufficient for those above destitute class; extra shelter should be provided for them by Poor Law or private persons; at present it is given by latter, 3495-3502;—ought to be given by former, 3503.

Casual Wards :

Considers Poor Law system bad, as it does not contemplate proper relief to decent unemployed, 3504-3506;—casual ward is a prison where solitary confinement and universally distasteful work is resorted to, 3504-3509;—same might be said of workhouse, 3510—Describes administration of Poor Law relief as punishment for crime of poverty, at all events, as regards casual wards, which seem to contemplate professional casuals alone, 3624-3628—Suggests that a different treatment should be devised for professional and deserving casual, to be administered by guardians; 3629-3632;—at present no effort is made to rescue occupant of casual ward from his condition, 3511.

Suggests there should be more discrimination exercised, and classification established in casual wards, 3512-3516. 3521-3523.

Admits it would be impossible to sift cases of casuals for one night; that if casual remained for longer he would have to go to workhouse, 3517-3520—Does not anticipate much addition to number of applicants except at first, consequent on such a system of improved accommodation being resorted to, 3524.

States that during his investigations, he dealt with casual wards of Marylebone, St. Giles and St. George's, and selected from them about 200 who were above professional casual class for further help; these were sent to Charity Organisation Society Office, and their cases thoroughly investigated, result being that forty-five out of the 200 were selected to be started again in life; these were eventually sent to Colonies, 3525, 3526. 3542—Cannot say whether many would have accepted orders for house, 3527, 3528. 3542.

That wages received by some who were sent to work at Tower Gardens were from 11 s. to 16 s., and below current rate; maintains this could not be prejudicial to honest labour, and was in reality charity given in form of work, 3543-3547—That, after garden work was done, some were sent to sea, some to situations in other towns, and some were emigrated, 3557.

Suggests some means should be devised of investigating vagrant class in order to sift out professional casual, who should not be helped by Poor Law, 3559, 3560.

Poor and Immigration :

Finds difficulty in defining "deserving" poor; it would not be a man who in summer gets large wage, and in winter applies for relief, unless he does so on special grounds of sickness, 3529-3534.

Maintains there are many who cannot get employment both in summer and winter, owing to influx of surplus population to London, consequent on condition of labour market, 3535-3537.

Whether wages would fall in summer, consequent on employment being easy to get in winter, he maintains to be a question for political economists to decide, 3538-3540;—admits,

KITTO, REV. JOHN F. (Analysis of his Evidence)—*continued*.

Poor and Immigration—*continued*.

—admits, if relief were made too easy, it might have that effect, but not if relief were made less easy than work, 3541;—suggests guardians should be empowered so to test casuals, 3542;—admits that if work during winter were easy to get it would attract people to London, 3548.

Has no evidence to show that within last two years there has been an exceptional influx to London from country, but supposes it to be beyond dispute that they do come, 3549, 3550;—has met with many who have come and failed to get work; finds difficulty in sending them back again, unless they apply to Poor Law guardians for relief, and, failing that, they come upon individual charity, 3551–3554;—number of agricultural immigrants can be best gauged by application for relief of those whose labour has been displaced, and states that police, railway porters, and servants at clubs and hotels are recruited from country, 3555, 3556.

Gives evidence in support of extreme reluctance evinced by immigrant to return to country, 3577;—states Poor Law helps very few destitute to return to country, and suggests that such cases should be dealt with either by charity or by action of country unions in finding employment for their own unemployed, 3578, 3579.

Charity :

Advocates connection of Poor Law with charitable organisations, 3558;—does not consider that relief from charity in the way of doles is nearly so deleterious to recipient as official relief, 3580, 3581;—maintains his evidence proves that charity and Poor Law must work hand-in-hand, that their provinces are different, but that they ought to be clearly defined, 3608;—whole point is that Poor Law relief is indiscriminate, which is bad, 3609;—personally, has derived great assistance from Charity Organisation Society, which he hopes will continue, 3610.

Unemployed :

Endorses Mr. Strachan's evidence (3182 *et seq.*) with regard to employing unemployed in Chelsea, and describes action of Vestry of St. Martin's-in-the-Fields in employing them last winter to pave certain streets at an average wage of 5½ *d.* an hour; considers that the work was commercially defensible, 3561–3563.

Pauperism :

Returns of pauperism are not a reliable test of actual destitution; pauperism depends on administration of Poor Law; that where out-door relief is restricted there are many destitute who never apply for relief because of their dread of workhouse, which he considers a wholesome feeling, 3537. 3568–3572.

Relief, Out-door :

Approves of principle of out-door relief, but thinks it ought to be adequate; greater discrimination and classification should be exercised; this more difficult in London than country, 3575;—attributes fact that in some unions where out-door relief is freely given, pauperism is less than in others where it is abolished, to difference between circumstances of districts affected, 3576.

Labour Test; Connection of London and Country Unions :

Suggests some alliance should be formed between town and country unions for treatment of able-bodied poor, so as to meet difficulty which exists in London of applying requisite labour-test; that it would be a great help if the able-bodied Londoners could be tested in country, and set to growing cabbages instead of breaking stones; contends that this test-work need not necessarily interfere with country labourers, 3583–3588.

Approves of labour-house in Birmingham, where different kinds of labour are performed under one roof, provided it were in country, 3598.

States guardians at Poplar were farmers of able-bodied of adjacent unions; in like manner suggests that an urban union should contract for able-bodied Londoners; that there are many waste lands in the country where experiments might be tried, 3591–3594;—would not confine experiment to forming an agricultural farm, but prefers labour-house suggestion, provided it were erected in country, 3595. 3599, 3600.

Suggests erection of test-house, where applicants from London for relief could be housed and properly tested, 3611–3614;—suggestion of an affiliated union in country is based upon fact that land is cheaper, employment easier, and conditions healthier than

Report, 1888—continued.

KITTO, REV. JOHN F. (Analysis of his Evidence)—continued.

Labour Test: Connection of London and Country Unions—continued.

if established in London, 3620;—cost of removal need not be much if distance not greater than present establishments for lunatics, 3621-3623—Admits town test-house connected with Poor Law might meet difficulty, provided test were properly applied, but labour must be such as everyone can do, 3596-3598.

Refuges:

Approves of Mr. Harold Bolton's Refuge, inasmuch as an attempt is there made to help inmates to get work by allowing them to go out early in the morning; this concession since granted by a circular from Mr. Ritchie to official casual wards, 3601-3605;—considers extension of amateur casual wards to be unnecessary, provided the present ones are properly administered, 3606, 3618, 3619;—is not acquainted with a similar system existent in Paris, 3607.

Doubts if establishment of the amateur casual wards would cause greater immigration to London, 3615;—but profuse gifts of money would, 3616, 3617.

Emigration:

Has assisted many to emigrate with help of charity, 3633, 3634;—personally prefers rate-aided to charity-aided emigration, but this objected to by Colonies, and regarded with disfavour by guardians themselves, 3635, 3636;—mentions help given by the Poplar Board of Guardians twenty years ago towards emigration, 3636.

Agrees that connection between charitable societies and Poor Law guardians would help to emigrate better class of casuals, but that they must be well tested beforehand, 3542, 3637, 3638;—charity-aided emigrants preferred by Colonies to rate-aided ones, 3639, 3640.

L.

Labourers. Their condition as good now as ever it was; wages have not fallen more than 1 s. a week, and piece-work not at all; all mills working, *Henley* 611-613—Labourer less ready to accept relief now than formerly, *ib.* 614—Very little migration of from country to towns, *Jones* 1240-1242—Difficulty in finding relief for skilled, *Mills* 2183, 2184—Typical example, *ib.* 2225—Ordinary London one hates regular work, *Kitto* 3526.

Dock Labourers:

Are an intermittent class at Liverpool; hover between dock and stone-yard, *Davy* 901, 902—Only get casual employment; earn enough to prevent coming upon rates, *Jones* 1088-1091—Evil effects on of labour-yard, *ib.* 1092, 1093—At Antwerp they form a trade society, *ib.* 903, 904;—evidence as to their thrift, *Lock* 4200—Want of employment among evidence of destitution apart from pauperism, *Mearns* 4355.

Labour Loan Society. Its success in promoting thrift among the poor; each member pays 6 d. a week, and can borrow as required; 5 per cent. interest charged; at present in abeyance from want of a responsible head, *Holland* 5015-5020;—its maintenance obviates necessity of applying to parish for relief, *ib.* 5021-5023.

Labour Test. Is merely a test of destitution, *Owen* 10; *Hedley* 686;—resorted to in case of proposed relief to an able-bodied man, *ib.* 8, 9—Its object is to prevent receipt of wages as well as relief, *Davy* 877-879; *Kitto* 3582—Is expedient in interest of poor themselves, *Owen* 133, 134—Contrary opinion, *Davy* 876—As a test ineffectual, *Hedley* 687-690; *Davy* 877—Must be approved by Board, and varies in different unions, *Owen* 133, 134; *Hedley* 801—Stricter in Eastern Union than in any other in London, *ib.* 140—Uniformity advocated, *ib.* 135-137—Kind of labour generally limited to stone-breaking and oakum-picking; its existence or non-existence dependent upon guardians, *ib.* 166;—value of work almost nil, *ib.* 216.

Is very little resorted to in the metropolis, *Owen* 166, 167;—this owing to difficulty in enforcing it, *Kitto* 3582, 3588—Character of work objected to, *Davy* 880-882; *Kitto* 3585—Suggestion that it should be in the form of cabbage-growing, instead of stone-breaking, *Kitto* 3584-3589—Cellular system and corn-grinding at Bradford; labour-test house advocated, *Davy* 883-887—Difficulty of getting if applied, *Compton* 3756—Its demoralising effect; since 1844 disused by guardians of Birmingham, except in times of great pressure, *Henley* 339.

Report, 1888—continued.

Labour Yard. Is instituted under non-prohibitory order, *Hedley* 121; *Rep.* v.

No specific regulations in, but six hours' work a day expected, *Hedley* 794—Evidence as to length of time of workers in, and their advantage over ordinary workman, *Acworth* 5327-5329; *App.* 697, 698—Wages earned there, *Acworth* 5210. 5251.

Should be open only in times of great pressure, *Henley* 478 —As a last resource when no available accommodation exists in workhouse, *Hedley* 686. 797, 798; *Rep.* v.

Hardship of stone-breaking in; disproportion of relief given for work done there and that given by out-door relief to deserving poor, *Acworth* 5258, 5259. 5263—Evil of system of in Liverpool, *Henley* 481—System objected to, *Crowder* 1790. 1806; *Lambert* 2539, 3540—By guardians generally, *Peek* 2680—Temporary workhouse accommodation preferred, *Crowder* 1812-1815—Attract men to those unions where they exist; evil effects on unemployed, *Davy* 854—Evil effects on dock labourers, *Jones* 1092, 1093—No *bonâ fide* working men in, *ib.* 1157, 1158—System of creates paupers, *Hadden* 5351; *Brandreth* 5574; *Ball* 6082—Exist in one-third of metropolitan unions, *Hedley* 685—Mostly connected with workhouse and out-door relief, *ib.* 789-792.

Existed in Whitechapel, but closed since 1870, *Vallance* 4448; *Billing* 2411; *Vallance* 4448, 4449—Exists in Marylebone, *Jones* 2434-2441—And does not tend to lower summer wage so much as out-door relief, *ib.* 3446, 3447—Exists in St. George's, Hanover-square, but objected to, *Harcastle* 4803. 4814; *App.* 692, 693—Exists in Wandsworth, but objected to, *Acworth* 5143-5151. 5162. 5210-5212. 5324-5329; *Ball* 5997-6019—Closing of does not drive people into workhouse, *ib.* 5171—Exists in City of London Union, *Hadden* 5338, 5339. 5349-5352.

Has been discontinued in Manchester as a result of out-door relief given for short periods in winter, *Henley* 492-494—None in Holborn Union, *Hedley* 646—Nor in Stepney, *Jones* 1087. 1093—Their establishment discountenanced, *ib.* 1099—Do not exist among the Jews, *Alexander* 4977—Should be closed in Greenwich, and adequate out-door relief given, *Lambert* 2541-2546—Decrease in pauperism of East-end due to absence of, *Hedley* 691-694—Impossible to abolish in certain unions, owing to want of workhouse accommodation, *Hedley* 826—Might be abolished if proper test-houses substituted, *Brandreth* 5577—If closed, able-bodied must receive out-door relief, *Ball* 6015, 6016.

System approved, *Peek* 2629. 2678. 2759—They act as a deterrent, *Acworth* 5261—Suggestion that all labour-yards should be handed over to the Metropolitan Asylum Board, *ib.* 5257—Should cease to form part of regular authorised system of relief, *Rep.* v. x.—Different relief given in labour-yards of Battersea and Rotherhithe proves expediency of enforcing uniformity in administration of relief, *Acworth* 5210. 5250-5256; *Rep.* x.—Might be secured by conferences of delegates from different boards of guardians, *ib.*—Question of relief to be given in a metropolitan one, *ib.* 5252—Case of working in same yard as inmates of workhouse, *Hedley* 793.

Is a necessary part of London Poor Law arrangements, *Sherrard* 2933—Necessary at present, but should be well managed, *Allen* 3085 *et seq.*—Abuses exist in, *ib.* 3118—Inmates of London labour-yards more degraded than those in country ones, *Mills* 2181.

Lady Inspectors. Very much needed, especially for workhouse infirmaries, *Twining* 3016. 3020. 3068. 3071 *et seq.*—First effect of appointment of, for schools, *ib.* 3020;—system should be further extended, *Rep.* x.

LAMBERT, REV. BROOKE. (Analysis of his Evidence.)—Is Vicar of Greenwich and an elected member of board of guardians there; was formerly nominated guardian of Whitechapel Board, 2523-2525. 2590,—states there is a large amount of pauperism relatively to rest of London; that out-door pauperism has been steadily increasing during last three years, while in-door has practically remained stationary, 2526, 2527.

Attributes fact of large pauper class growing up to change of labour in neighbouring works, which is not so skilled as formerly; also to conditions of Poor Law and charitable relief, 2528, 2529.

Out-door Relief:

Describes system of out-door relief to be very lax; no discrimination; very little application of house test; a widow on first becoming so gets pretty heavy relief, but no permanent relief until she is over sixty; no able-bodied man gets out-door relief unless he is sick; but guardians refuse to lay down regulations prescribing relief

LAMBERT, REV. BROOKE. (Analysis of his Evidence)—*continued*.

Out-door Relief—*continued*.

according to position or past life, 2530—Attributes non-application of house test partly to kindness, partly to an idea that out-door relief is cheaper than in-door; states his remonstrances with guardians on subject have been useless; that in giving out-door relief guardians take individual instead of class view of case, 2531, 2532. 2485-2589—Asserts that aim of cheapness has not been attained in view of pauper returns; individually he is in favour of stricter administration, 2533-2535. 2585, 2586;—2 s. 6 d. at present given to widow is inadequate; that therefore she has to supplement rest by sort of begging from charity, 2536-2538.

Where there is a large amount of out-door relief given he would expect to see a corresponding large amount of pauperism, 2556—Is therefore surprised to hear that there is less in Bethnal Green than in St. George's-in-the-East, 2604-2607.

Is confident that rates would be less if out-door relief were restricted and more in-door relief given, instancing the effect at Stepney and Whitechapel, 2560-2562—Does not attribute extent of out-door relief in Greenwich to insufficient accommodation in workhouse, 2557—Presumes it is preferred by Greenwich ratepayers because of their stupidity, 2563-2565.

Maintains that if more adequate relief were given at a time, a more searching investigation would arise, resulting in the eventual suppression of out-door relief, 2580, 2581.

Explains what he means by "adequate relief" in case of a widow earning 3 s. per week with four children, that she should receive for each child up to four years 6 d., from four to twelve 1 s., from twelve to fourteen 1 s. 6 d., deducting the 3 s. she earns herself; that if then she begged, family to be taken into workhouse; eventually hopes to see Poor Law only relieving in house; this impracticable at present without effecting painful reaction; that conscience of country is not prepared for it, 2591-2597—Is in favour of sending to the district school those children a widow is unable to support herself, 2598, 2599.

Charity :

States same good results would follow introduction of the Whitechapel method in Greenwich as have taken place there, provided Poor Law had co-operation of charity; instances effect of abolishing out-door relief in Tower Hamlets, 2551;—difficult to introduce same reform in Greenwich, 2573, 2574.

Believes that unless supplemented by charity, Poor Law would produce great hardship, and possibly cause re-action, 2553—Desires to effect co-operation, but that Poor Law and charity should take different spheres; every first application for relief should be dealt with by letter, 2552-2554.

Agrees in condemning the reckless distribution of 4,000 l. given in charity by Mr. Montagu Williams; instances giving of coal ticket, bread, and 5 s. to a man who had deserted his wife and family, 2566-2571. 2607—States only organised charity in Greenwich, is branch of Charity Organisation Society; has always endeavoured to keep Charity Organisation Society to its own sphere of organising charity and not giving relief, 2572. 2575.

Labour Yard :

States there is a labour-yard in Greenwich, but objects to their principle; that its attraction for the poor is the daily wage; supervision is bad, only two men to look after as many as 400, consequently men can do as little as they like; some work honestly, 2539, 2540—Supposing labour-yard were closed and occupants offered workhouse, thinks there could be found accommodation for 25 per cent. at a time; would like experiment tried, because of the small number of genuine workers there; practically, though test severe, if persisted in, number of applicants would diminish, 2541-2544—Suggests Local Government Board should close it, provided adequate out-door relief were given, 2545, 2546—Suggests introduction of labour-house or workhouse, present accommodation being insufficient, on the model of that at Grove-road in Whitechapel, 2547, 2548. 2558, 2559.

States, during his experience at Whitechapel, Poor Law was laxly administered and produced same evils as at present exist in Greenwich, *e.g.*, rioting and threats of plundering bakers' shops, 2549, 2550.

Medical Relief :

Has had great success with medical provident societies in his district, no less than 2,000

Report, 1888—continued.

LAMBERT, REV. BROOKE. (Analysis of his Evidence)—continued.

Medical Relief—continued.

2,000 being enrolled as members of a provident dispensary within two years of its establishment, most of whom were formerly relieved by Poor Law and charity, 2576, 2577;—medical relief has been freely given, but has discovered no abuse from too free a distribution of medical extras; considers that nourishment has not been sufficiently given; Poor Law when undertaking a case should do it thoroughly, 2578, 2579.

States infirmary accommodation in workhouse is very good; that there are nurses taken from lower positions, but no trained ones, 2582, 2583;—that Greenwich is liable to contributions from the Metropolitan Common Fund, 2584.

Workhouse:

States that guardians would offer house to semi-able-bodied man with wife and seven children who yet earned only 10 s. or even only 7 s. per week; but that such a case, if it were proved man was provident, might be met by charity, 2600-2603.

Lambeth. Distress always exists there, *Harding* 3669;—labour yard exists there, 3670—Pauperism in would not be diminished by abolishing out-door relief; but would result in larceny, *ib.* 3672-3675—School at, *Twining* 3078.

Lancashire. Pauper statistics of, *Horn* 3301;—cost of relief in, *ib.* 3302;—cotton famine in, *Crowder* 1816;—exceptional distress in, in 1887, did not raise poor rate, *Davy* 857.

Leavesden. Pauper school at, *Owen* 50; *Allen* 3161—Metropolitan asylum at contains 2,000 inmates, *Hedley* 835;—afflicted cases above pauper class sent there, *Loch* 4256.

Leeds. Evil results of practice of guardians there of sitting for committees in their own electoral district, *Davy* 869—Infirmary at, *Twining* 3065—Saving of 1,200 l. by the boarding out of children in, notwithstanding the payment of 130 l. to a special inspector, *Hall* 3988. 4058; *Hadley* 5755.

Leman-street Refuge. Avowed object of is to receive new comers rather than applicants for a night's lodging; might receive a poor Jew on first arrival in England; is on too small a scale to take the place of casual wards, *Alexander* 5002-5004.

Lincolnshire. 100 of deserving destitute class, found in London streets, sent to Medge Hall there as experiment to make moss-litter, with good results, *Mearns* 4317-4322—Experiment fully described, *ib.* 4323-4326.

Liverpool. Casual poor of, at present relieved in workhouses; will eventually be relieved in one casual ward for whole union connected with test-house, *Henley* 484-488.

Composition of union, *Henley* 466-471—Changes in population of, causes difficulty in estimating for future Poor Law relief; *ib.* 472-477—Action of guardians in 1887 to secure uniformity in granting relief to the able-bodied poor; labour-yards to be kept open only in times of great pressure; out-door labour-test abandoned with same exception; separation of in-door able-bodied poor agreed upon, but found to be impossible with present workhouse accommodation, *ib.* 478, 479—Test-house for whole group decided upon, except Toxteth Park, *ib.* 482-484.

Classification, in casual ward of; labour in corn grinding and oakum picking all in two rooms, *Mills* 2201-2203. 2209. 2386;—disgraceful treatment of casuals in, described, *ib.* 2204-2207. 2389-2394—Necessity for concerted action described, *Henley* 480, 481—Casual ward and stone-yard of, should be abolished, and profitable work substituted, *Mills* 2279-2281. 2326—Tramp work in, lasts nine or ten hours, *ib.* 2339, 2340.

Roman Catholic School for the Blind at, *Hardcastle* 4832—Clinical teaching allowed in the infirmary with satisfactory results, *Hadden* 5360—Applicants for relief in, seldom belong to benefit clubs, *Henley* 498—Difficulty in, of dealing with immigrants from Ireland, *Davy* 1013—Dock labourers in, *ib.* 901, 902.

Loans. To poor, on security, disapproved of; has been discontinued in St. George's-in-the-East, *Crowder* 19331936.

Local Government Bill. Proposal of grant under, of 4 d. a day per head of in-door poor criticised, *Horn* 3302. 3365.

Report, 1888—continued.

LOCAL GOVERNMENT BOARD:

Duties of, *Owen* 4;—their regulations with regard to out-door relief, for guidance of guardians, are check on imposition, *ib.* 5. 12;—notice must be given to, by guardians, of non-compliance, *ib.* 7;—these regulations approved, *Horn* 3302.

Order of 15th. December 1852, with regard to non-resident poor, *Owen* 6.

Boarding-out :

Order of 25th December 1870; certifies boarding-out committees, *Owen* 76; *Acworth* 5290—Committee subject to certain conditions as to class of child to be boarded out, *Owen* 77;—has power to withdraw certificate, *ib.* 80; *Vallance* 4509—Action of, with regard to boarding-out, *Hall* 3970-3972. 3981; *Hardcastle* 4902;—disfavour it, *Hall* 4001;—unfavourable report of, with regard to, *ib.* 4042.

Should inspect certified committees, *ib.* 3968, 3969. 3973;—should keep them up to mark, *ib.* 3974-3979. 4023. 4042—Their system of inspection approved, *ib.* 4052. 4054, 4055—Allows 4s. a week to foster parent, *ib.* 4046—Order of 1872 established nine o'clock as hour for discharge from casual ward, *Owen* 224;—prevents a man getting work, 229;—issued circular recommending an earlier hour for discharge, *ib.* 223-230—Prohibitory Order; goes far enough in Birmingham, *Henley* 454;—impossible to apply it in populous districts, *ib.* 455.

Pauper Children :

Regulation of, by which Protestant pauper children are kept a fortnight in work-house before they can be sent to district school, disapproved of, *Hardcastle* 4839—Inspectors of, examine teachers and children of pauper schools, *Owen* 50;—report on apathy and want of intelligence of children there, *Hall* 3985;—inspect and supervise Roman Catholic and other denominational orphanages, *Henley* 430, 431, 450-452—Report from, for 1887, gives statistics of employment of boys on leaving metropolitan schools, *Owen* 181;—action of, with regard to illegitimate children in St. Pancras, *Hall* 4022;—are powerless to enforce labour-test where it does not exist, *ib.* 167;—Article 6 of Out-Regulation Order institutes labour-test for able-bodied paupers, *ib.* 339; *Rep.* v.—Sanctioned erection of test-house in Birmingham, *ib.* 340;—fixes work-house diet, *Henley* 462.

Emigration :

Sanction from, required before guardians can emigrate any poor person, *Owen* 98;—their regulations concerning emigration, *ib.* 100;—withheld their consent to emigration pending reports from Canadian Government, *ib.* 101;—strongly urge on guardians to be careful as to emigration, *ib.* 187;—removal of restrictions on emigration from rates advocated, *Billing* 2430, 2431. 2437-2442.

Practice pursued by, for arriving at annual cost of pauperism per head, &c., *Owen* 200, 201.

Election of Guardians :

Have power to make elections of Poor Law Guardians triennial, subject to approval of ratepayers, *Hedley* 729;—can nominate *ex-officio* guardians, *Bowden* 5728-5731;—further powers in that direction suggested, *ib.* 5732.

Out-door Relief:

Receive frequent complaints of discontinuance of out-door relief, but have no power to interfere, *Hedley* 831;—directs that payment for out-door pauper labour should be half in kind, *Davy* 888;—should not hamper guardians' discretion in giving out-door relief, *Horn* 3364—Should issue a Minute re-affirming their principles laid down in 1834, and sanction bye-laws submitted to them by Poor Law Guardians in order to check lavish out-door relief, *Vallance* 4557-4561—Allows wayfarers to be charged upon union to which they come, *Jones* 1124-1128.

Gave power in 1882 to the Whitechapel Guardians to enforce attendance of paupers in the dining-hall of the workhouse, between hours of supper and bed, for the purposes of instruction from "mental instructors," *Vallance* 4506—Suggestion that they should publish for the use of guardians in a cheap form information as to the method of procedure prevailing in different unions, *Loch* 4268;—statutory powers should be granted to, to enforce uniformity in granting relief, *Billing* 2413. 2515, 2516.

Suggestion that they should empower guardians to offer workhouse test instead of labour yard, family to be relieved outside by rates, *Billing* 1093. 1094.

Report, 1888—continued.

LOCAL GOVERNMENT BOARD—continued.

Out-door Relief—continued.

Cases where order of, to restore children to their parents, disobeyed, *Waugh* 5885-5887. 5907, 5908 ;—order suspended, *ib.* 5909. 5920. 5924 ;—suggestion for Supplemental Order of, empowering guardians to keep crippled children and long-deserted ones, *ib.* 5888. 5890, 5891—Co-operate with Society for Prevention of Cruelty to Children, *Waugh* 5913.

Views of, expressed in circular letters of April 1885 and November 1887, approved *Rep.* vii.—Recommendation that they should call special attention of guardians to provisions of 31 & 32 Vict. c. 122, sect. 37, *Rep.* ix.—Should reserve the White-chapel and Out-door Regulation Order for periods of exceptional distress, *ib.* 4583.

Their regulations with regard to apprenticing unsatisfactory, *Hadden* 5372. 5381. 5387-5390. 5426 ;—suggestion that they should empower guardians to apprentice boys from district schools as out-door apprentices, *ib.* 5374. 5390 ;—their action in two typical cases, *ib.* 5378, 5379.

Revision of their Consolidated Orders demanded, *Hadden* 5386. 5391 ;—especially those relating to detention of casuals and ins-and-out, *ib.* 5392-5395 ;—of the Order of 1848 restricting curriculum of Poor Law Schools, *ib.* 5396-5399 ;—of the Order relating to Parliamentary Grant for teachers' salaries in Poor Law Schools, *ib.* 5400-5404. 5426 ;—all regulations of, might be simplified and revised, *ib.* 5427. 5455.

Statement of mean number and ratio per 1,000 of population of paupers relieved in metropolis for 1887-8 ; *App.* 670.

LOCH, MR. CHARLES. (Analysis of his Evidence): (4072-4280.)

Is Secretary of Charity Organisation Society, 4072 ;—states in several districts there is fairly continuous co-operation between Poor Law authorities and charity societies, 4073, 4074 ;—that in Kensington four of his committees deal with cases referred to them by guardians, 4075.

That his Society, roughly speaking, takes Poor Law definition of destitution for purposes of giving relief, having regard also to character and possibilities of helping, 4076, 4077 ;—that help is given in such a form as to prevent recipients requiring charitable help again ; describes cases helped in Kensington, 4078.

In answer to Mr. Edgcombe's Report as to charity organisation states that society's aim is (1) to prevent any but undeserving from falling on Poor Law, (2) to prevent any from remaining chargeable whom charity can make self-supporting ; that to effect (1), guardians, especially in times of anticipated distress, refer suitable cases to Charity Organisation Society and Society for Befriending Young Servants, and themselves intercept cases at relief committees that to effect (2), guardians encourage societies to befriend inmates of workhouse ; all fresh arrivals are examined by visiting committee at which representative of Charity Organisation is present ; and committee of ladies meet regularly at workhouse to help any seemingly fit for service to get situations ; describes class of cases thus helped ; that some 50 were helped last year ; deserted mothers as a rule are left to Poor Law authorities, 4078.

Charity Organisation Society described :

Describes plan of organisation of his society ; that each Poor Law Union should have one or more district committees who are to co-operate with guardians ; that area for Metropolis is that of its Unions and of Metropolitan Board of Works ; that objects of the society are, (1) co-operation, (2) thorough inquiry, (3) development of trained personal work ; that there exists also a central council ; that they organise convalescent accommodation and emigration ; that there is head district committee for complaints and administration ; that society is in communication with many other charity societies in London, England and Scotland, and in America, 4081-4084.

Expenses of Society :

States sources of income are entirely voluntary ; that two-thirds of relief money, exclusive of loans, &c., is raised upon individual cases ; that moneys also received and expended for special cases ; that total from all sources that passed through their hands in 1886-7 was 26,247 l. ; the expenses on organisation and convalescence, &c., was 15,053 l., and district committees expenses, 9,357 l. ; 4085.

That numbers relieved average 26,000 per annum ; that last year out of 25,533 applications, 14,001 were relieved ; much money is also given in relief on recommendation of society ; does not aim at being a relief society except when absolutely necessary, but (70—IND.)

LOCH, MR. CHARLES. (Analysis of his Evidence)—continued.

Expenses of Society—continued.

is a society to throw on persons interested and charitable societies actual giving of relief, 4086-4093.

Shows good effect of system of co-operation of his society with guardians in Whitechapel, in St. Pancras, and St. George's-in-the-East by the diminution of out-door relief, whereas in Paddington, where there is less co-operation, there is more ; gives statistics, 4078-4080. 4094. 4095-4090.

Agrees that total pauperism in Paddington is still low, and accounts for it being less than in Whitechapel where out-door relief is less, by impoverished condition of inhabitants, 4100.

Method of Inquiry :

States applicant for relief to his society would be asked (1) where he lived ; (2) how long he has lived at given address ; (3) what his family was, and what they earned ; (4) what he saved ; (5) how he was supporting himself ; (6) how he could be permanently benefited, 4190, 4191 ;—that inquiries are made of those mentioned by applicant, rarely of his neighbours ; investigation should be made in charitable spirit, 4192-4194—Describes method of starting his society in a district, 4234-4241—Thinks that charity and Poor Law both properly administered could cope with all misery in London, 4242. 4244 ;—states object of his society is to raise poor above Poor Law, 4243.

Clergy :

States in some districts there is co-operation of the clergy with his society ; difficulty is a common basis for work ; also existence of so many sectarian associations ; suggests there should be system of training for visitors ; that candidates for ordination should be specially thus trained, 4106.

Elberfeld System :

Thinks system of his society might slowly develop into something like Elberfeld system ; describes that system as being too strict as regards supervision for our ideas ; that it has advantages over our system of (1) its almoner being a State official ; states difficulties in way of introducing it here owing to difference in German life and views of citizenship, 4107. 4109 ;—maintains that to adopt Elberfeld system quite a different class of men than present ones must be introduced to take leading part in charitable administration, 4108.

Charities :

Gives Dr. Straussman's suggestion that in Berlin they should combine administration of their voluntary and endowed charities, separating them from Poor Law relief ; advocates its adoption here in connection with present re-organisation of City parochial charities ; advocates re-organisation of charitable institutions on lines of combination ; at present endowed charities are administered without any special reference to voluntary ones, and *vice versâ* ; estimates endowed and voluntary relief distributed in London at about 3,000,000 *l.* a year, and gives different sources whence they are derived, 4109-4112.

States much charity money is at present misdirected ; quotes instances of this which happened in Marylebone ; tickets exchangeable for goods ; food or coal given to (1) a man who lives in one room with his wife and child, and a female lodger, who all drink ; (2) to two persons who drink, fight, and are not married ; (3) to a couple who both drink, the man dishonest, and has been in prison ; gives also a case of inadequate relief, 4113-4124—Quotes three more similar cases ; (1) an old woman with 2 *s.* 6 *d.* to pay for rent, earns 2 *s.* 6 *d.*, and is given 3 *s.* out-relief ; (2) another old woman gets 3 *s.* 6 *d.* out-relief, and 2 *s.* from the church ; (3) an old woman gets 3 *s.* 6 *d.*, because she has three sons who seemed to be able to help her ; states that cases so relieved are very difficult to supervise ; relief given should be thorough, 4125.

In the case of an infirm old woman, earning 2 *s.* 6 *d.* wages, there has been thrift ; charitable relief rather than Poor Law should be forthcoming, 4126, 4127,—objects to supplementing earnings by Poor Law, as tending to affect earnings of all similar old women, 4127 ;—where there has been no thrift case should go to workhouse, *ib.*—If relations could help it should be dealt with by charity if not by workhouse, 4128, 4129. 4217, 4218—Could give similar instances in Southwark as those enumerated in Marylebone, 4131.

Besides his society, mentions the Mendicity Society, which is differently organised, and Society for the Relief of Distress, which is localised throughout London ; does a lot of relief work and co-operates with, but is distinct from, his society, 4245, 4246, 4251

—The

Report, 1888—*continued*.

LOCH, MR. CHARLES. (Analysis of his Evidence)—*continued*.

Charities—*continued*.

—The latter differs only in method, not in principle, from his own; they investigate cases together, the relief decided upon being given by almoners, 4247-4249.

Mansion House Fund:

Mansion House Fund was most deleterious; that it stimulated applications and tempted people away from work, 4133—Admits there was exceptional distress at time which he would have met locally, and by getting charitable to refer to his society in first instance; that this should have been done quietly; that the smaller the area the better; any attempt to relieve metropolitan distress by special fund is sure to end in failure, 4132-4137.

Does not object to charitable relief on ground that it tends to relieve ratepayers from burdens they ought to bear; shows good effects of cross visitor at Birmingham; and states that cases relieved by charity are those that ought not to be helped by Poor Law; many would thus be saved from being dependent on relief, especially of younger generation, 4138.

Admits danger of an amalgamated form of Poor Law and charitable relief developing into a large system of doles, 4139.

Thinks Poor Law would have quite enough for its funds if guardians acted upon their permissive powers, and dealt with individuals rather than the masses, 4140;—agrees that best form of charitable relief is what proceeds from individual effort and investigation; that it is far better that charitable societies should direct charity of individuals than administer it, 4141, 4142—That administration of funds on large scale by societies should be discouraged; that workers among poor should learn how poor live; that charity should be as private as possible, 4143, 4144.

Admits official organisation of charity might tend to dry it up; prefers it to be voluntary; advocates registration of charities on lines of friendly societies, but omitting voluntary parochial charities, 4145.

Hospitals:

Made inquiries with regard to hospitals of London as to whether (1) those who attend could provide for themselves at provident dispensaries, and whether (2) there were any who ought rather to be applicants for Poor Law medical relief, with result that of 641 out-patients at Royal Free Hospital, 169 were proper applicants 231 could afford to subscribe, 57 were Poor Law cases, and rest were unsatisfactory; result of next inquiry into cases at Great Ormond-street Childrens' Hospital showed that out of 8,798 only 4,574 that were referred, came; out of these 786 proved unsatisfactory, leaving only 43 per cent. as genuine cases, 4146, 4147—States from similar inquiries in Manchester and elsewhere there was always a good proportion who could afford to pay, and of Poor Law cases, 4148—The facilities therefore offered by hospitals in London tend to check poor from providing medical assistance for themselves, and suggests that there should be a Royal Commission of Inquiry into the system of large infirmaries; that difficulty arises from special hospitals for special cases; also impecuniosity of hospitals themselves, 4149-4151. 4206—Solution of problem is to confine medical relief to those who are not able to provide it for themselves; and for working classes to subscribe to hospitals, 4153, 4154. 4221-4223—Explains that in the North, secretary of hospital collects subscriptions from working-men; advocates those who are interested in individual cases paying for them at hospitals, also the provident principle, and development of local provident department of metropolitan hospital, 4154, 4155—A fixed weekly payment entitles the payer to relief inside the hospital if his disease requires it, 4156.

States part payment is very little resorted to in hospitals; this a defect in their arrangements, 4230-4232—Gives his reasons for wishing system of free hospitals and out-patient treatment entirely revised, 4203, 4204, 4205.

Casual Wards:

Advocates a better charitable co-operation with casual wards; that refuges should take exceptional cases; states that these latter are comparatively few, and accommodation small compared with that in casual wards; advocates better accommodation in them, and a sifting of cases from one to the other, 4157—Admits Poor Law provision, as regards centres for houseless applicants for relief, is fairly complete, 4158—Casual should be treated as much as possible as ordinary paupers; unadvisable to abolish casual wards at present, 4224, 4225.

Dutch Colonies:

Objects to Dutch system of labour colonies; many keep coming back to them; as a voluntary colony it is not self-supporting; there is an absence of method in training men (70—IND.)

LOCH, MR. CHARLES. (Analysis of his Evidence)—*continued*.

Dutch Colonies—*continued*.

to be self-dependent; cost of keeping the few respectable ones they contain is too much to make it worth while adopting same system here, 4163.

German System:

Prefers the German system; describes this system, 4163—Advocates its adoption here on a small scale as an experiment, by buying some land cheap, and drafting on to it pick of casuals where they might be supervised by a competent manager, and voluntarily detained for three months; this plan would deal with present "casual" difficulty; Poor Law should not be used, in case of adults, as a reformatory system, 4158. 4164-4166.

Free Meals:

States with regard to charities for distributing food, that 64,000 meals were given to children and adults for three or four days a week during winter of 1887; that this form of charity has revived in connection with School Board; objects to it, 4167, 4168, 4169, 4186;—even in case of vicious parents suggests attempt should be made to feed their children at home, rather than in some central place; is afraid of effect on their minds in after life, of free food, 4170, 4187, 4188, 4189.

Benefit Clubs:

Advocates greater resort to benefit clubs; that out of 500 applicants for relief in St. Saviour's, only 42 belonged to clubs, 34 were insured for burial purposes, and 7 belonged to trade societies; that in Marylebone, out of the same number, 49 belonged to clubs, and 5 to trade societies, 4171;—that fewer belong to clubs in London than in other large towns, which he attributes partly to speculative chances of relief, and partly to want of encouragements to thrift, 4172, 4173.

Thrift:

Describes difficulty of inculcating habits of thrift among poor, and states small wage-earners, as a rule, have the more comfortable homes; much depends on the wife; that everything turns on knowledge of details, 4199, 4200—Suggests, as an incentive to thrift, the introduction of boys' lodges, such as those attached to the Foresters, 4201, 4202.

Relief Works:

Objects to relief works, except in cases of extraordinary emergency, and proves their inexpediency from the results of the Mansion House Committee; states, after works are over, families condition as bad as before; that they attract a reckless class of young men, 4174;—thinks vestries are right to employ unemployed to do necessary jobs rather than contractor, so long as it is not done under guise of practical charity; object is to make poor feel they must live by personal energy, 4175;—danger of relief works is that they come to be regarded as regular work for winter, and if persisted in would attract more and more people every year, 4176-4180;—advocates system of co-option prevalent abroad, 4182.

Refuges:

Doubts there being any real co-operation between guardians and managers of refuges; this should be effected before winter, 4159-4162—Advocates inmates of a refuge being employed on land to do work, which otherwise would not be done, as an experiment to test whether vagrant can be cured of vagrancy, 4183-4185.

Uniformity:

Favours Birmingham system of a cross-visitor as tending to uniformity of Poor Law administration; advocates passing of bye-laws by guardians, as at Whitechapel, to sanction a certain line of policy, 4195-4198.

Kilburn Mission:

States his society have received complaints that the Kilburn institution has substituted beneficiaries of that charity for respectable working men, 4228, 4222;—explains that it is supervised by Miss Ayckbourn and Miss Thomas, and provides dinners for poor in London during winter; maintains they are a pauperising body; that their system tends to create applicants, and quotes from an "appeal" on behalf of Cooper's Row Refuge, to prove that mission was either doing work of Poor Law or doing very imperfect charity; that relief is given without due inquiry, 4208-4210;—asserts that such an organisation defeats the ends of charity, and describes the harm it does, 4211, 4212.

Objects to Mr. Borton's amateur casual ward in East-end of London, 4213-4216;—is strongly in favour of a continuous limitation of out-door relief, and thinks much given at present is unnecessary, 4219, 4220.

Guardians:

LOCH, MR. CHARLES. (Analysis of his Evidence)—*continued*.

Guardians :

Suggests that local qualification for nominated guardian should be dispensed with, does not extend suggestion to elected guardians, 4181—Desires qualification for guardian to be metropolitan instead of local, and prefers annual to triennial elections so long as a consistent policy is pursued, but, to prevent such an occurrence as the whole body of guardians being turned out on a political question, advocates a certain number retiring every year, 4226, 4227. 4273, 4274.

Suggests that powers guardians possess under Acts of 1832, 1862, 1867, 1868, which enable them to send afflicted, feeble-minded, epileptic, deaf, &c., to asylums or institutions, and to subscribe to them might, with advantage, be more fully acted upon, 4102, 4103, 4252-4259 ;—recognizes expense thus incurred, but thinks many institutions would be willing to take such cases, receiving from guardians estimated cost of their maintenance in workhouse, and that guardians would be induced thus to act, provided there was no increase to rates, 4104, 4105 ;—states at present there is difficulty in dealing with weak-minded girls after they have left workhouse schools, 4104—These he suggests should be relieved in special institutions which guardians have power to subscribe to, 4255.

Describes difficulty of dealing with afflicted persons above pauper class for whom there are no institutions, except in London Metropolitan Asylums Board and their institutions, 4256-4258, 4259 ;—and suggests that some institutions should be formed to be supported partly by cases sent and paid for by guardians, partly by vote-aided funds and partly by voluntary contributions, 4257.

Uniformity :

Suggests elaborate inquiry into divergence in practice of different unions ; that some central control should be set up in London to supervise unions, and prevent such divergencies as exist, *e.g.*, labour yards ; that there should be constant visitation and comparison of the practice of different boards ; that Metropolitan Poor Law Conferences should be revived, 4263, 4266—In order to secure uniformity advocates publishing, in a cheap form, by Local Government Board, information of doings of different boards of guardians, 4267, 4268 ;—thinks class of guardians has improved, and that more care and interest is taken in the work ; all new and approved methods of procedure should be published, 4269 ;—existing want of uniformity is a bar to effective administration, especially as regards out-door relief, instancing Whitechapel and Poplar, 4270-4272 ;—it might be effected by passing bye laws, 4273.

Starvation :

States that there is much inaccuracy of information regarding cases of persons who are alleged to be willing rather to starve than go to the workhouse, and quotes a case in point where there was abundance of relief forthcoming which was all squandered, 4260, 4261 ;—that there is no responsibility on community in cases where relief is offered and refused, 4262.

Prohibitory Order :

Knows that Prohibitory Order is in force in country, and suggests its extension to London, since it is already practically in force in Whitechapel and St. George's-in-the-East, subject to its suspension by Local Government Board in times of emergency ; admits that fact of guardians in their election addresses advocating different methods of dealing with rates, in accordance with local feeling at time, is an additional reason for its extension, 4275-4278—Agrees that if Prohibitory Order were well enforced in London same good results would follow, as happened in country where guardians personally, in favour of out-door relief, are debarred from giving it, 4279-4280.

Lock-Outs. See *Strikes*.

Lodging-Houses, Common. Inmates are chiefly married, *Billing* 2505—System in Whitechapel Union to prevent emigrants from country staying in, *ib.* 2504—Tickets on given by Strand Union, *Owen* 68 ; *Kitto* 3493 ; *Valpy* 4710—Their over-crowded stated an evidence of the influx of country poor during prevalence of special relief fund, *Valance* 4549—Accommodation in, for twenty-four hours given for fourpence ; number of in St. George's, Hanover-square, district, *Hardcastle* 4819—Inmates of called " dangerous class " are hard-working men and not tramps, *Holland* 5096.

London, see also *Metropolis*. Poor in London and country contrasted, *Hill* 1682—No considerable number of illegitimate births in, *Billing* 2461—Amount of pauperism in, is out-door, 10·9 per 1,000 ; in-door, 13·3 ; total average of the whole population is 24·2, (70—IND.)

London—continued.

Lambert 2526 ; *Mearns* 4424 ;—increase of population in, *Compton* 3734-3738. 3740-3743.

Dangerous discontent existing in East-end of among many on the border line of pauperism, *Compton* 3731-3736. 3812, 3813 ;—extent of such, *Horn* 3412—Is not under the "Prohibitory Order" *Compton* 3688—Jewish poor mostly reside in East-end of, *Alexander* 4990 ;—very few Jews in relieved at the expense of the rates, *Alexander* 5007.

City, Union of:

Has no labour yard, but send men to work at workhouse instead of making them inmates, *Hedley* 799, 800,—evidence as to existence of in, *Hardden* 5338. 5349-5352 ;—is unnecessary, *ib.* 5354 ;—district schools of, *ib.* 5365-5367. 5444. 5486-5458.

Pauper statistics of, for the last year; 32·4 per 1,000 received out-door relief compared with 10·9 for the whole of London; 29·8 receive indoor compared with 13·3 ; population last census was 51,439, wholly a poor one ; hence the high pauper-rate, *Hardden* 5334.

System pursued, as regards able-bodied, *ib.* 5336-5339 ;—aged and infirm, *ib.* 5340-5342 ;—widows, *ib.* 5343, 5344—Guardians of, dispense charity rather than relieve destitution, *ib.* 5346-5348.

No exceptional distress in, of late years, *ib.* 5353—Casual ward in exists, but objected to, *ib.* 5355, 5356—No boarding out in, *ib.* 5364—Very little co-operation with charity in, *ib.* 5385.—Emigration of Roman-catholic children from, *ib.* 5409-5411.

London Relief Order. Preferred to Prohibitory Order for London, under certain conditions, *Hardcastle* 4884.

Longley, Mr. Henry. A Poor Law Inspector ; wrote a Treatise on Administration of Poor Law ; effect of this on Poor Law Guardians of St. George's, Hanover-square, *Hardcastle*, 4776.

Lunatics. Suggestion that State should take over cost of their maintenance, *Horn* 3365 ;—action of Burnley Guardians with regard to such as belong to benefit societies, *ib.* 3369, 3370 ;—establishments for, near London, *Kitto* 3622, 3623.

Lying-in Cases. Should be dealt with in workhouse proper, not in infirmary, *Twining* 3003 ;—are greatest difficulty of workhouse management, *ib.* 3049.

Lynedoch Gardiner, General. His pamphlet as to increased powers of detention in workhouses, *Twining* 3031.

M.

McDougall, Mr. Made special inquiry into amount of poverty distinct from pauperism in Manchester ; concludes there has been a great increase of poverty since 1885 ; that there are fully as many persons who are quite as destitute, and do not apply for relief, as there are who do, *Henley* 513. 542.

Machinery. Introduction of, changed class of unemployed, *Mills* 2185, 2186. 2226-2228 ;—neither practicable nor beneficial to abolish it, *ib.* 2229.

Manchester. A group of four unions ; (1.) Manchester township ; (2.) Salford Union ; (3.) Chorlton Union ; (4.) Prestwich Union ; population of (1) in 1881, was 148,000 decrease since previous census ; density to the acre the same ; population in other unions increasing, *Henley* 489-491 ;—extent of poverty in as great as pauperism ; McDougall's inquiry into subject, *Henley* 513. 542—Guardians of, met in conference, with practically same result as in Liverpool, *ib.* 492.

Rules issued by guardians of, for dealing with the unemployed poor, *ib.* 495 ; *App.* 669 ;—their essential feature same as Out-door Relief Regulation Order, which confines out-door relief within strictest limits ; these rules not much enforced, *Henley* 496.

Guardians of, have lately relaxed system of free education ; school fees much increased, *ib.* 515 ;—issue instructions to their own relief committees, *Davy* 867 ;—relief in given only to applicants who are really destitute, *Henley* 543.

Many in, who are equally poor with those who receive relief, *ib.* 544, 545 ;—latter would not necessarily starve if they did not receive it, owing to charity, *ib.* 547, 548.

System of paying for out-door pauper labour in part by ticket, enabling holder to buy provisions cheap, *ib.* 890.

System of supervision of children prevailing at Swinton schools of, advocated, *Davy* 1025—Infirmary at, *Twining* 3065—Many Poor Law cases in hospitals of, *Loch* 4148—Case of scalding in workhouse in, *Waugh* 5898.

Report, 1888—*continued*.

Mansion House Committee. Chelsea branch of, gave names of men to go on relief works started by the Chelsea vestry, *Strachan* 3184, 3185. 3259.

Mansion House Council, 1886-1887. Description of, *Peck* 2609 *et seq.*;—work done by with regard to Public Gardens Association, *Allen* 3145 *et seq.*

Mansion House Relief Fund. Great excitement caused by in St. George's-in-the-East, *Pell* 1625—Thirty per cent. of Christian population of, applied for aid from, *Pell* 1625; *Crowder* 1824—No permanent good done by, *Pell* 1626—Evil effects of, *Owen* 243; *Turner* 1625; *Hill* 1680-1689; *Lambert* 2568; *Peck* 2610; *Kitto* 3616; *Compton* 3861; *Loch* 4163, 4174, 4175; *Alexander* 4986; *Rep.* x;—tendency of to bring people into London, *Hill* 1707—Exceptional distress at that time should have been met locally and quietly, *Loch* 4132-4137.

Proportion allotted, spent for trade purposes by Jewish Board of Guardians, *Alexander* 4986—Made grant to Public Gardens Association, *Billing* 2405;—pressure on country workhouses during its existence, *Vallance* 4549—Very few genuine working men out of work relieved by, *Valpy* 4743, 4744—Most of money subscribed went to relieve chronic cases and unworthy casuals, *ib.* 4743.

Marriage. Early marriages among poor a source of evil; should be prohibited, *Billing* 2458-2464;—do not exist to same extent among Jews, *ib.* 2499, 2500;—are cause of destitution, *Horn* 3357.

Marston Green. Pauper children sent to cottage home at from Birmingham, *Henley* 342. 361—Illegitimate children of inmates of workhouse sent there, *ib.* 422, 423—Cost of maintenance per head per annum of children boarded-out in cottage homes there, *Hall* 4059.

MARYLEBONE. (See also Evidences of *Davies* and *Jones, T.C.*)

Great diminution of out-door relief in; numbers in 1869 were 4,646; in 1887 were 749, *Davies* 1265-1267—Pauper statistics for 1887 prove strictness of Poor Law administration, *Jones* 3465.

Comparison of pauper statistics for Marylebone and Islington not a fair criterion of amount of pauperism in, *Davies* 1359-1362—System of administration described, *Jones* 3420, 3421—Out-door relief administration very strict, *Davies* 1273;—is chiefly confined to relief given to widows, *ib.* 1291.

Widows in, must support two children, *ib.* 1291;—children of untrustworthy widows taken to workhouse schools in, *ib.* 1293—Every case for relief in is well investigated, *Jones* 3440. 3463, 3464—System of classification of applicants for relief in, advocated, *Holland* 5031;—facilities for begging in, shown by singers in the streets of, *Hill* 1690—Workhouse test in, strictly enforced, *Davies* 1272—Ins-and-outs very prevalent in workhouse of, *ib.* 1316—Labour yard has existed in for the last two consecutive winters; but same men did not come to it both winters; was instituted to meet exceptional distress, *Jones* 3434-3441. 3488, 3489;—exists no longer, *Davies* 1275, 1276—Failure of provident dispensary in, *Hill* 1672, 1673.

Pauper children of sent to Southall district school, *ib.* 1285—No exceptional distress in; certain number of painters, bricklayers, &c., out of work for three months every winter; their wages average 20 s. a week all the year round, *ib.* 1366-1368; *Jones* 3442-3445—Out-relief if given to them in winter, unless in labour-yard, would tend to lower summer wage, *ib.* 3446, 3447—Examples of inadequate and unequal relief in, *Loch* 4125—Out of 500 applicants for relief in, forty-nine only belonged to benefit clubs, and five to trade societies, *Loch* 4171—Help from rates given in addition to help from clergyman, or benefit club in special cases, *Jones* 3429, 3430—Co-operation between guardians of and charity organisation in, most advantageous, *ib.* 3472-3475—Successful attempt at selection of "deserving" casuals in, *Kitto* 3526.

Mary-place. Special workhouse at, where various test labour performed by able-bodied paupers, *Hardcastle* 4855, 4856.

Mason, Miss. Appointed by Local Government Board inspector of all children boarded out with boarding-out committees, *Owen* 93. 204-211; *Henley* 409;—reports favourably on system; but shows necessity of care in selection of homes, and in supervision of children afterwards, *ib.* 94; *Henley* 407. 412; *Hedley* 715-719. 722, 723;—has been inspector for two years, and is able to do the work alone, *ib.* 410, 411. 413-415;—does not visit cottage homes, *ib.* 404-406;—is the only lady inspector, *Twining* 3077. 3080.

Opinion that her kind of inspection should be done by two instead of one, *Hall* 4053. 4062—Has visited nearly all the children boarded out under the Order of 1870, *ib.* (70—IND.)

Report, 1888—*continued*.*Mason, Miss*—continued.

4064—Always willing to make a special visit, *Vallance* 4516—Her statement with regard to unsatisfactory state of certain homes, disputed; she is somewhat over particular, *Horsley* 5801-5809;—her appointment as Inspector highly praised, *ib.* 5809.

MASON, MISS MARIANNE HARRIET. (Analysis of her Evidence):

Is, and has been for two-and-half years, Local Government Board Inspector of boarded-out children; district is England and Wales, wherever there are certified committees; in all there are 120 committees, all for superintending children boarded away from their own unions; has nothing to do with children boarded out within these unions, 1973-1979.

Certified Committees:

Describes formation of a certified committee; guardians must enter into an agreement with Local Government Board before boarding out their children, 1980—The committee should work in as small an area as possible; Board now limit each committee to one parish, 2031—Committees anxious to arrive at real facts of each case; are mostly composed of ladies, 2100-2.

All the committees except 28 are now receiving children; there is no limitation as to the number they may take, 1985-1986—By the last report 1,172 children were boarded out, 1988—Describes such as are eligible to be boarded out, 1989—All payments made by guardians who do not give committees always all they want, 2001.

Foster Parents:

Each foster parent signs an agreement with the guardians; foster parents must be of same religion as the child, 1981-1982—The children may be sent anywhere in England and Wales, but must not be further than five miles from the residence of some member of the committee, 1983-1984.

Foster parents are usually small shopkeepers, small farmers, or working people; there is no fixed rule, 1970—Children never boarded with relations; there is no rule, only a strong recommendation, 1991-1992.

Limits of age for boarding out are from two till ten; children over ten may be boarded out if they have been boarded before, 1994—Children usually go out to service at fourteen; some guardians stop payment at thirteen, others keep it on till sixteen, 1995;—if a child boarded-out goes into service, and loses situation in a few months, the boarding is not renewed; foster parents usually take them back like their own children; boarding seldom renewed, 1996-2000—When the foster parents die, or cannot keep the children, the committee would provide for them in some other way, 1998; foster parents adopt children mainly for the sake of the payment, but become attached to them in the end; this best feature of system, together with their receiving them after they leave service, 2025-2027.

There is a tendency to baby farming; foster parents would take all they can, 2002—The regulations limit the number of pauper children to be boarded out in one house; but only the good sense of the committee can prevent foster parents putting children taken from other sources in the same house; gives instance of more than legal number being found in one house; practice should be stopped, 1986-1987. 2003-2006. 2083, 2084.

Inspection:

Examines children's health to see if they appear properly cared for, fed, and clothed; their cleanliness, sleeping arrangements, and state of cottages; tries to ascertain how they are influenced by foster parents; makes inquiries about their character, if necessary; has hitherto been able to do all that is wanted; has no regular time of seeing them; too frequent inspection undesirable; number of children visited in the year depends on the district; saw 365 last year; all visits are surprise visits, 2007-2011—Found a few cases where children are not well treated; it mostly depends on the committees; recollects one bad case, and gives details, 2112, 2113;—fact stated, afterwards disputed, 2048, 2049—Never saw any cruelty; instances one case of running away; has heard of children being roughly treated, but never tortured or in danger; such cases are rare, 2014-2015. 2048, 2049;—result on the whole very satisfactory, 2016.

Employment of Children:

Getting employment depends on the character of the district; in some places it is difficult to find it for boys; girls find places as domestics, and ladies help them very much;

Report, 1888—*continued.*

MASON, MISS MARIANNE HARRIET. (Analysis of her Evidence)—*continued.*

Employment of Children—*continued.*

much; hard for many, because they are naturally dull and delicate, and often have to leave their places, 2017;—girls get employment easier than boys, 2024.

Children are mostly boarded in agricultural districts; a few in towns; the Local Government Board discourages boarding out except in agricultural districts, 2018, 2019.

No complaints from Suffolk that boarded-out children interfered with chance of natives getting employment; jealousy there is among the neighbours for possession of the children because of the money it brings, 2020.

Does not think children, as a rule, become chargeable to the union where they are sent; knows of one committee in which they became chargeable; it would be unfair for children to become chargeable in this way; there ought to be a right of recovery again to the union which sends them, 2021–2023.

Considers boarding out the best way of dealing with deserted and orphan pauper children; better than cottage homes; might be extended with advantage, 2028–2030.

No organised means of following up children after they are off the rates; the committees try to look after them, so does the Girls' Friendly Society till they marry, but without much success, 2032–2033;—latter is not a charitable body; its object is mainly to promote good character; girls contribute to it themselves, 2034–2035;—has tried to do the same for boys through Young Men's Friendly Society, but without success, 2036.

Has an official experience of children boarded out in their own unions, specially in Notts; system is better than the workhouse, but not so good as having them under committees of responsible ladies who visit them; in the union they are only visited by relieving officer and parish doctor, 2037–2038.

Workhouse:

Has visited interior of workhouse; system disadvantage to children, but they are kindly treated, 2039, 2040;—stigma attaching to workhouse children very much exaggerated; children ought not to associate with workhouse children more than necessary, 2040–2042—District school system not so good as boarding-out; children do not get the independence they get in a family, and do not make friends in the same way, 2043–2044—Very few unions board out in their towns; Leeds does; but system unsatisfactory; people are not known, and are apt to use children as servants, 2045–2047.

Allowance for Boarded-out Children:

The maximum payment is 4 s. a week for maintenance; 10 s. a quarter for clothing; 10 s. a year for medical attendance and school fees, 1993;—this quite sufficient; not always given; London guardians give it, but not always country ones; they give sometimes 3 s. and 3 s. 6 d. per week for maintenance; Carlisle gives the lowest, 4 s. per week including everything; very few children boarded out there; where wages are low the payment for the children may be a great help; the amount paid depends on district from which children come, 2050–2055.

Condition of Children:

Cannot judge from the appearance of the children in what parts of the country they are healthiest; they are often sent out in a very delicate state; northern unions which board out send out children in a healthier state than London, 2056–2058;—children are not looked down upon; they are a long way from their unions, and people know nothing about them; not even their schoolmates; children sometimes take their foster parents' names, 2061, 2062.

Boarded-out children, like all workhouse children, are below the average in health and physique, 2063, 2064;—not in intellect; some are deficient, but those from London are much quicker than country ones, 2065, 2066.

The unions to which they are chargeable always pay the schools fees, 2067–2069;—has heard no complaint of the children being forced at school, 2070–2072;—they are given sufficient food; they take their dinners with them if they live far from school, 2073–2079;—in the country are, as a rule, well fed, 2080–2082—Has between 1,200 and 1,300 children to visit; cannot visit them all once a year; that is not necessary; makes a thorough inspection, and writes report on each child, which is sent to Local Government Board, and a copy to the guardians, 2085–2087.

Report, 1888—continued.

MASON, MISS MARIANNE HARRIET. (Analysis of her Evidence)—continued.

Condition of Children—continued.

Has heard of jealousy of money paid to foster parents in Norfolk; also one case in Westmoreland; it is not jealousy of the children, but of the parents for the money they receive, 2089, 2090;—in Norfolk the parents were receiving full allowance from a London Union that would be far in excess of what a labouring man in that part could provide for his own children; that is not desirable, but it would be difficult to regulate; never heard any discontent arising from the sum paid for children boarded out; it is not likely that the London Unions will raise the price against the country ones, 2091-2097.

Massachusetts, State of. Provision existing in, by which children of vicious parents are committed to care of a public authority up to twenty-one, *Vallance* 4529;—this should be applied in this country, subject to contribution towards their maintenance, *ib.* 4530, 4531.

Mats. Made in prisons by the prisoners do not compete detrimentally with labour outside, *Compton* 3726, 3727;—are made in Whitechapel special workhouse and sold outside, *Vallance* 4501, 4502.

MEARNS, REV. ANDREW. (Analysis of his Evidence.)—Has been working among poor since 1883, in South London; before that was minister in Chelsea for 12 years; has never been a Poor Law guardian, 4281-4284. 4352—Has dealt specially with the Mint district, working towards Bermondsey to ascertain condition of river population; has worked also in East London and some districts of North London; results of his investigations being embodied in "The Bitter Cry of Outcast London," 4284.

Destitution and Free Breakfasts:

Mentions existence of great destitution outside pauperism; not worse now than in 1883; such cases would be eligible, if they applied, for Poor Law relief; that their objection to applying is consequent breaking up of home, 4285-4287. 4353-4358 —Gives indication of this destitution by condition of children in board school, Gifford-street, in North London, *i.e.*, that fathers of 745 children out of 1,533 were reported by school officials to be either out of work, ill, or dead, in November, 4290, 4291. 4370-4373;—that on same day 117 out of the 1,533 children came breakfastless to school, 4292-4294. 4389, 4390;—admits that there is pride among children which prevents them admitting that they are badly fed; their condition, however, proves it, 4295;—states that same condition applies to other schools in ten different districts investigated, 4296, 4297—To mitigate this distress free breakfasts were provided; that care was taken to prevent parents depending upon this; breakfast tickets in all cases given through masters of school; homes of recipients carefully visited, 4298;—those cases only were relieved whose parents were either ill or out of work; that influence was brought to bear on parents to stimulate them to greater effort, and self-help encouraged, 4299;—does not think system has caused children to depend on charity; children do not come to free breakfasts when father is in work; breakfast is not one which is a temptation in itself, nor so good as breakfast at home, 4300-4304;—admits there was a prejudice against system at first, but that it works excellently now, and poor people come for oatmeal in preference to bread or money, 4305;—admits danger inherent in such a system, but that it is obviated by careful investigation, 4306;—remedy lies with charity and not Poor Law, 4368.

Reckons that any night over 500 people could be found destitute in the streets of London, many of whom might be helped, 4315. 4374. 4391-4395—The amount of imposture, evidenced by condition in Trafalgar-square, is an insufficient argument against an effort being made to help, 4314-4316—Objected from first to system of free lodging-house tickets being given in Trafalgar-square, 4315;—states large proportion were men from country in search of work; many were relieved by being helped back to country, 4307. 4375;—these were not beggars, but had spent what little money they had and were wandering about, 4376;—such ought to be helped by co-operation of charity and Poor Law, 4377.

Agrees that much harm was done by indiscriminate relief given in Trafalgar-square, which increased homeless poor there from normal number of 25 to 300 or 400; 4308.

Vagrancy:

Suggests that the law against beggars should be enforced in London as in country, to check vagrancy, 4309-4311;—admits there is a feeling abroad that many beggars are inadequately relieved by Poor Law, upon which beggars themselves trade; recommends giving of bread to an applicant for relief which must be eaten on the spot, 4312, 4313.

Report, 1888—continued.

MEARNS, REV. ANDREW. (Analysis of his Evidence)—continued.

Experiment for Relief of Destitutes:

Describes efforts made to relieve deserving destitutes found in streets; 100 homeless men were sent to Lincolnshire to cut peat at 1 s. a day, at first and payment by piece-work afterwards; after two months fifty-nine still there, some earning 15 s., one 25 s.; after three months' trial, many were sent to Canada; they were free to go when they pleased; about 12 turned out badly, 4317-4319;—describes conditions of employment; market price of peat only given, 4320-4322;—owner of works offered to take 100 men on his works; 307 applications were made, out of whom 100 were selected, and sent down to Medge Hall, Lincolnshire, 200 miles from London; three men walked there from London, one of whom since went to Canada, and now receives 12 s. a day, 4323, 4324;—this happened two years ago, but there are many there now earning good wages, 4325, 4326.

Refuges:

States special cases are lodged for night or two pending inquiries in mission hall; approves of charitable refuges for casual poor provided they are carefully worked, 4327-4329.

Poor Law and Charity:

Agrees in recommending communication between Poor Law officials and charitable workers, and instances how he was instrumental in a vagrant becoming master of a casual ward, 4330.

Labour Test:

Labour test of wood chopping exists in connection with mission halls, with 1 s. a day wage; this unsatisfactory, 4331-4334;—has experienced cases of men applying for relief work who, on receiving it, drop it after a day or two's trial, 4335-4336;—believes it to be a mistaken opinion that all apparently destitute are unwilling to work, 4337.

Sympathises with old couples over sixty who are in want of relief, but are unwilling to apply for fear of being separated, 4338-4341.

Casual Ward:

Objects to nine o'clock rule of discharge from casual ward; suggests that the wards should be opened at mid-day, and that discharge should take place at five or six in the morning; test work should be done before discharge, 4344, 4345. 4440, 4441;—states that the discretionary powers, at present possessed by the masters, are seldom used; admits that imposture practised on the masters justify them in disbelieving pauper evidence, but that it points to a distinct hardship, 4346-4348;—objects to abolition of casual wards and substitution of workhouse, 4432, 4433—Advocates larger power of detention of casuals, specially affecting the ins and outs, regular tramps and vagrants; that these should be differently dealt with than the other inmates, 4434-4436.

Relief Works:

Objects to public relief works in times of emergency, and advocates quiet working among poor through local persons and constant visiting; public appeals always do more harm than good, 4349, 4350.

Workhouse:

Agrees that there should exist some kind of classification in workhouse to separate the habituals from those driven there by dire necessity, and suggests that former should be subjected to severest labour before being admitted; tendency to dispense with out-door relief makes classification more necessary, 4341-4343. 4345.

Attributes objection of the poor to indoor relief to the breaking up of home; their furniture is sold or money raised on it, and they have no place to go to on leaving, 4359-4361;—to prevent this, suggests that family should be taken into workhouse till head of family has found work, who, in the meantime, should receive out-door relief; admits this might result in injustice to struggling poor, 4362-4367.

Suggests furniture, instead of being sold, might be taken care of by workhouse authorities and whole family admitted into workhouse, receiving back their furniture on leaving it, 4366.

Mission Hall:

Explains his system is one of relief work on a small scale; that he does not find permanent employment; that he considers it better to give three men 4 s. a week for two days' work a piece than give one man 12 s. for a whole week's work, as a temporary measure; that these men do not get help elsewhere as well; are visited and have to report themselves every morning, 4378-4385. 4388—States their object is to get men off their hands as soon as possible; that they are more likely to exert themselves to get permanent employment if all they get from his system is 4 s. a week, 4387.

MEARNS, REV. ANDREW. (Analysis of his Evidence)—continued.

Mission Hall—continued.

Is Secretary of London Congregational Union, which has mission halls all over London, 4402—Prodnces list of ten in north, east, and south, 4403, 4404. 4441—Explains regulations in force; that superintendent of each hall deals with each applicant; hall is open all day, and discharge takes place at five in the morning, 4405-4407;—they have been established about three years; bread is first given to any applicant, personal inquiries then made and most deserving cases dealt with first, 4408-4412;—gives number of cases relieved, 4442—Taking case of a painter who had saved nothing from his high summer wages, and who came to him for relief in winter, states he would give relief to family of such a man, and gives reasons why such action does not discourage thrift, 4413-4418—Prefers mission-hall test to that applied by Poor Law, 4419—Relief given is proportioned to size of man's family and every effort made to prevent him needing relief in future, 4420, 4421—Mission-hall system resembles Poor Law out-door relief; its province is to take up those cases which would be refused by Poor Law: very little out-door relief given under Poor Law in East and South London, 4422-4425.

Immigration:

Maintains there has been a decrease in number of agricultural labourers coming to London since 1886; but that there are still a good many owing to agricultural depression, 4396, 4397—Does not agree that these displace London labour market, as he found a great many unable to get work, and sent many abroad, 4398—Thinks diminution in their number is due to efforts made to dissuade them from coming to London, 4399.

Out-door Relief:

States there are very few parishes in London giving out-relief; that poor object to receiving it, but prefer doing so to entering the workhouse, 4288, 4289.

Cannot give an opinion as to whether out-door relief tends to pauperism; but does not advocate it in London on a large scale, having experienced its evils in Chelsea, 4426-4428—Advocates it if carefully given, 4439, 4440;—thinks it liable to produce imposture, but that careful inspection and visitation connected with mission halls, minimises chances of imposture, 4429-4431.

States his society aims at co-operation between charity and Poor Law, but does not take cases that need permanent relief; its object being to try by timely help to lift people out of pauperism, and put them in a position to help themselves, 4437, 4438.

Meath, Lord. His emigration scheme, *Sherrard* 2846—His scheme for giving employment to the unemployed by Public Gardens Association, *Allen* 3145;—by an arrangement with him the casual relief committee were able to put casuals to regular work at the Tower Gardens with excellent results, *Kito* 3542.

Medge Hall. See *Lincolnshire*.

Medical Clubs. Voluntary ones in Whitechapel district, *Billing* 2485, 2486—Hospital letters prevent poor joining them, *ib.* 2492.

Good effects of in Greenwich, *Lambert* 2576, 2577;—exist in Wandsworth Union, *Acworth* 5196, 5197;—very few in Kensington, *Brandreth* 5607;—evidence as to existence of feeling among poor that they are entitled to gratuitous medical relief, *ib.* 5618.

Medical Disqualification Relief Bill. Temporarily caused increase of sick poor, *Henley* 344 346.

Medical Extras. See also *Relief*.

Very little given, and no abuse from, in Whitechapel, *Vallance* 4622-4624.

Medical Officers (Poor Law). Reduced in numbers, and compelled to give whole time to service of parish, *Henley* 343.

Medical Orders. Evils of, and difficulty in checking, *Crowder* 1912-1915.

Medical Societies. Special one in Brixworth distinct from friendly society, *Pell* 1539. 1541;—do not exist in St. George's-in-the-East, where they failed owing to proximity of London Hospital, *Crowder* 1907-1911.

Medical Students. Admission of, to workhouse infirmaries objected to, *Pell* 1586:—approved, *Twining* 3013.

Mendicancy.

Report, 1888—*continued.*

Mendicancy. Should not be encouraged, *Hill* 1691;—scandalous increase and publicity of, caused by hard terms imposed by guardians, *Peck* 2618 *et seq.*; 2655;—is encouraged by uncertain administration of Poor Law, *Peck* 2727;—suppression of, by action of Charity Organisation Society near Crystal Palace, *ib.* 2637;—will be diminished when distinction removed between casual and ordinary poor, and when better treatment is secured in workhouse, *Vallance* 4567.

Mendicity Society. Has a central office in London, and deals more particularly with mendicity work, such as begging letters and mendicants, and co-operate to a certain extent with the Charity Organisation Society, *Loch* 4245. 4251.

Metropolis. See also *London.*

Rateable value of property liable to poor rate in, *Owen* 14—Return for year ending 25th March 1885, of rates raised in each parish of, *ib.* 15.

Return of pauperism in, exclusive of lunatics and vagrants, for 2nd week of April 1888, and three preceding years, *Owen* 20, 21—Greater difficulty in, of retaining home during absence of family in workhouse, than in the country, *Rep.* v.

Metropolitan Asylums Board. Takes charge of fever cases among poor, *Owen* 39;—have hospitals at Hampstead, &c.; ambulance stations in telephonic communication with head office, *ib.*—Fever case treated differently to that of small-pox, *ib.*;—takes charge of imbecile cases in their asylums at Leavesden, Caterham, and Darenth, *Owen* 40; *Loch* 4256—Established as a result of the Metropolitan Poor Act, 1867; *Owen* 41-42;—their training ship “Exmouth,” *Owen* 43, 44.

Establishment of, has swelled cost of pauper maintenance, *Owen* 204;—is inadequate to deal with afflicted poor on verge of pauperism, *Loch* 4256;—people are well cared for, and system prevailing in is a most elaborate and careful one, *ib.* 4259.

Suggestion that casual wards and labour-yards should be handed over to, *Acworth* 5257.

Metropolitan Association for Befriending Young Servants. Takes note and provides for girls from the district schools, *Kitto* 3558—Good work done by, *Allen* 3172.—Statistics of girls under care of, for year ending 31st December 1885, *Harcastle* 4860—Method of investigation, *ib.* 4861—Statistics misleading, *Charles* 5847—An admirable society, *ib.* 4862.

Continue to supervise servants after being discharged from first situation, *Hall* 3965; *Loch* 4078; *Harcastle* 4895, 4896;—is composed of seven or eight hundred ladies, and help guardians of City of London Union to follow up career of girls placed out from their district school, *Hadden* 5384;—prison cases sent to, *Horsley* 5741.

Metropolitan Common Poor Fund. Established in 1867 under Metropolitan Poor Acts; composed of contributions from all unions in the proportion of their rateable value, *Owen* 104—One-seventeenth of whole fund contributed by Kensington, *Brandreth* 5560. 5563. 5565; *Vallance* 4637, 4638.

Maintenance of insane and fever-stricken poor, medical and surgical appliances, medical salaries and fees, maintenance of pauper children, and of indoor paupers to the extent of 5 *d.* per head, education of out-door pauper children—all charged to this fund; total receipts from fund to Union in 1886; amount received by the poorer from the richer unions with statistics of receipts and expenditure, *Owen* 49. 104. 194; *Brandreth* 5527. 5563.

Establishment of fund caused diminution of out-door relief, *Hedley* 811; *Vallance* 4687-4691; *Rep.* iii.;—this the case in East-end, but not in St. George's, Hanover-square, *Harcastle* 4800-4802;—nor in Kensington, *Brandreth* 5564;—administration of should be more strictly controlled, and various unions better represented on administrative board of, *Vallance* 4641-4643, 4684;—has had very little effect on number of children sent to district school, *Brandreth* 5562-5565.

Metropolitan District. (See also Mr. Hedley's Evidence and *Metropolis.*)—Guardians in, elected annually, *Hedley* 625—Out-door relief in, never given for more than three months at a time, *ib.* 814;—is dealt with by relief committees; an appeal from committee to whole board, *ib.* 630-633.

Metropolis divided into 141 relieving officers' districts; no part of their duty to find out destitution; must take cognizance of all applications; no one need starve, *ib.* 678-681. 751-753—Classification of paupers in, *ib.* 643—Several able-bodied females, but few males in workhouses of receiving special provision except in Holborn Union, *ib.* 644, 645. 651;—ratio of pauperism to population in less than formerly, *ib.* 668—Between 600 and 700 pauper children boarded out, *ib.* 711. 724.

Metropolitan Hospital. Local provident department of advocated, *Loch* 4154-4156.

Report, 1888—continued.

Metropolitan Poor Act, 1867. Made considerable change in law, *Vallance* 4637—Charges Common Fund with large indoor pauper expenses, *Owen* 31;—with maintenance and education of pauper children in district schools, *Brandreth* 5527;—improved all workhouse arrangements, *Owen* 33. 176;—resulted in establishment of asylums board, *ib.* 41, 42;—enables guardians to subscribe to any asylum or institution for blind, deaf, or dumb, &c., *Loch* 4103.

Section 29 of, enables asylums to be used for medical instruction and the training of nurses; this repealed by Act of 1869, *Bridges* 5474. 5499-5502;—possibly because there was a fear it might lead to dissecting of bodies of poor in the workhouses, *ib.* 5503. 5505; *Rep.* viii;—caused the establishment of dispensaries in place of sick wards, *ib.* 5462;—also of infirmaries, *Owen* 34, 35; *Loch* 4151;—gives power to Local Government Board to nominate guardians in certain cases, *Hedley* 627, 628—Converted London into one parish as regards treatment of casual poor, *Pell* 1469.

Metropolitan Poor Amendment Act, 1869. Section 20 of, rescinds provision made by Act of 1867, empowering clinical teaching, &c., in asylums, *Bridges* 5474. 5502, 5503. 5505.

Metropolitan Poor Amendment Act, 1870. Charges to the Common Fund sum at rate of 5 d. per head per day for poor in workhouse, *Owen* 31; *Vallance* 4637, 4638;—has diminished out-door relief, *ib.* 4637. 4640. 4684. 4687-4691; *Rep.* iii; encourages strict out-door relief administration, *Vallance* 4684;—this and Act of 1867 charges to Common Fund maintenance and education of children in district schools, *Brandreth* 5527.

Metropolitan Poor Law Conferences. Should be revived to secure uniformity of Poor Law relief, *Loch* 4263-4265.

Mile End. Lax system of relief in, owing to resignation of reforming guardians, *Crowder* 1965.

Militiamen. Several in Mitcham Workhouse, *Hedley* 748-750.

MILLS, REVEREND HERBERT. (Analysis of his Evidence, 2170-2397):

Is minister of Market-place Chapel, at Kendal; for about 4½ years has had experience of Poor Law administration, chiefly in Liverpool, where his interest in poor question and political economy led to investigations, 217-2173—Was voluntary visitor to a provident society, and to Charity Organisation Society there, and visited poor four days a week, 2174.

Out-door Relief:

Deprecates system of giving out-door relief as tending to reduce wages; ratepayers who do not discriminate between out-door and in-door relief, 2175-2177—All dole-giving bad, except to the *bonâ fide* incapable; these could be verified by doctor's report, 2211, 2213;—favours employment of persons outside workhouse for their own support; and so far a general system of out-door relief, 2216, 2217.

Workhouse:

System of in door relief results in waste of valuable labour; instances needlewomen in Liverpool workhouse; this demoralises people, 2178. 2214, 2215;—should be gradually abolished; almshouses substituted for old people, 2327. 2311-2347.

Suggests adoption of system by which unproductive labour at present wasted on oakum-picking and stone-breaking, might be substituted for productive work on land in vicinity of large towns, 2187—Many lands available in Essex, Suffolk, and Gloucestershire purchaseable at 10 l. an acre, 2188—In support of this suggestion instances workhouse at Newcastle-on-Tyne where inmates make their own boots and clothes, and sold last year over 300 l. worth of boots without complaint from local traders; only complaint was consequent on performance at public concerts of workhouse band, 2189. 2190.

Reads a letter from workhouse master, James John Howell, there detailing useful labour accomplished by in-door paupers; during last five years value of boots made amounted to 2,585 l. odd; value of garden and land produce (some sold outside) to 2,244 l. odd; tinware, carts, and their belongings made, old buildings razed; imbecile wards altered; clothing for men and boys made, &c.; no consequent discontent among workmen in town, 2191. 2194—Has written a book to show possibility of using unemployed and workhouse labour, 2210.

States four-fifths of the work done should be for use in workhouse, and one-fifth for sale; denies that this would result in jealousy; instances state of things in our prisons where articles are produced for sale, 2248-2288—Such production should be restricted to those articles which come from abroad, such as bacon, eggs, and poultry, which would
not

Report, 1888—continued.

MILLS, REVEREND HERBERT. (Analysis of his Evidence)—continued.

Workhouse—continued.

not injure home production; to the individual it might be injurious, but not to population as a whole, 2289-2296.

Suggests also a similar institution to the Dutch Beggar Colony for idle paupers, where they can be forced to work; on completion of task they should be free to go; work would be done in open air, 2328-2330.

Stone-yards:

Most hopeful class of men under Poor Law are those in stone-breaking yards; gives instances of men having walked eight miles every day to work in stone-yards at Bristol, 2179, 2180; believes yard to be four miles from town, 2219-2222—Many similar cases, 2395;—those frequenting London labour yards are of different mould; are more degraded, and live better, 2181;—in Liverpool stone-yards, men were chiefly agricultural labourers, 2182.

Only alternative to labour yard is for unemployed to go to prison, or beg; does not object to labour yard being ten miles distant, if work there be worth the doing, 2223, 2224.

Casuals:

Was in Liverpool between 1884 and 1887; visited casual wards there; no classification of inmates as regards sleeping arrangements; labour consists of Indian corn grinding and oakum picking, in two rooms, 2201-2203. 2386—Treatment of casuals he declares to be biggest blot on our civilization; describes inadequate accommodation for the oakum pickers; work easy for those accustomed to it, but cruelly hard for those who were not; men are better treated in prison than in the tramp-ward; describes system as being punishment for poverty, 2204-2207.

States vestry clerk, Mr. Hagger, on being remonstrated with, declared tramps in casual wards ought to be made more uncomfortable than industrious poor in their own homes, 2389—Men compelled to do work there, worth 26 s. outside, for their workhouse keep, 2389-2391. 2394—In proposed colony difficulty exists in dearth of markets for goods when made, not in skilled labour, 2392, 2393.

Applicants for casual ward are of a reckless class; from fact that men do go to them and work for ten hours for coffee and dry bread, argues it is waste of labour which might be profitably employed; present system must lead eventually to demoralization, 2208—Is unable to say whether classification as between tramp and more respectable man is attempted in workhouses at Liverpool, 2009—Suggests abolition of casual ward and stone-yard, and profitable work substituted, 2279-2281. 2326.

Objections to casual ward two-fold; accommodation and nature of work given, 2281-2283;—latter tends to make a man hate work; such work ought to be exacted which would benefit community, 2350-2352.

Vagrants, Tramps:

Thinks workhouse, though bad, is good enough for vagrants who won't work, 2328—This class should be given ordinary turn of work in workhouse, but if applicant admitted he had only come for short period, he should have longer term of work; for a night's lodging they should do eight or nine hours' work, 2331-2333—Class of work should be as much as possible what they are most accustomed to; obnoxious tasks should be reserved for those who are not to be encouraged; this classification of work quite feasible where workhouse director is careful, 2334, 2335;—four pounds of oakum is a nine hours' task; this to the unaccustomed means more, 2240-2336;—except as to food which should vary with quantity of profitable work done, a vagrant's condition in casual ward should be worse than that of a man who provides his own lodging, 2387, 2388.

Dutch Poor Law System:

Similar system to that at Newcastle, also adopted in Holland, where more poor kept than in England for same money, and in a healthier way, 2195, 2196—There are two institutions there, one at *Frederiksoord*, which is voluntary and not under Government control, containing nearly 2,000 persons; the other at *Veenhuisen* under the Government, called a beggar colony; describes how persons are sent there after being imprisoned for begging, and obliged to work for two years; both institutions originated with *General Van Den Bosch* in 1818 who devoted himself to bringing unemployed labourers and waste lands of Holland together, 2197.

Veenhuisen is divided into three parts; one for women, one for agriculture, one for manufacturing, to supply all wants of colony, 2198.

Advocates *Frederiksoord* system for England; where men are free to come and go when and as often as they like; it is entirely self-supporting; *Veenhuisen* is not, 2199;—by working on similar lines more can be done by the men at less cost, 2200—Does not advocate introduction of *Veenhuisen* system, unless eventually as supplemental to a number of places like *Frederiksoord* to compel lazy to work, 2273-2278.

MILLS, REVEREND HERBERT. (Analysis of his Evidence)—*continued*.

Unemployed :

There is greater difficulty for skilled labourer to find work now than twenty years ago, because cotton and iron trades are losing markets of world; this causes depression which he fears to be permanent; other countries do for themselves now what formerly England did for them, 2183, 2184-2186 ;—quotes instance of a man who had spent 30*l.* of savings in eighteen months in fruitless endeavour to get work, 2225.

Describes condition of the poor as being different to what it was in 1834; employers of labour then took all deserving unemployed; of late years machinery has taken the place of skilled labour, and unemployed consequently belong to a better class, 2185, 2186— In 1834 a weaver could only make forty yards of calico in one day, now he makes 120; two agriculturists were kept at work from harvest to Whitsuntide doing work which they can now do in two days, 2226-2228 ;—abolishing of machinery would be neither practicable nor beneficial; but, in consequence of its introduction, Poor Law has a different class to deal with, and suggests it should find profitable employment for this surplus labour, 2229-2235.

Proposed Colonies for Unemployed :

Discusses cost to the State of a system of colonies for the unemployed; argues it would cost 25,000*l.* to establish one of 500 persons, a sum at present expended by community on keeping the same number in a workhouse for 2½ years, 2236— This system would not necessarily be a premium on marriage, 2237, 2238

Suggests establishment of two or three experimental colonies in connection with larger towns; if work done in them be wisely chosen, it would not injuriously compete with work done outside, 2239-2246. 2249-2252—Labour should be classed to suit various kinds of labourers, 2247, 2248 — In contemplated colony a man with family might be made to work longer per day than a single man, so that he might feel his family to be a burden; this system beneficial if it tended to check population, 2253-2257 ;—the colony would, in reality, be the founding of a new village; men with families would have their own cottage, 2258, 2259 ;—with regard to their term of residence, it should be left to regulate itself by course of events, such as demand for labour outside; tendency would be to remain a long time, 2260 ;—men would receive their bare food, clothing, and lodging in return for service done to community; an incentive might be given to industriously disposed, of getting money by working on land, or making such articles as are at present imported from abroad; their actual condition would vary according to their industry, as at *Frederiksoord*, 2261-2263, —admits a difficulty in procuring cow and hens, &c., 2365, 2366.

Such a colony would be purely experimental, and would not necessarily tend to make a man look to State rather than to himself for support, 2264— Its success would not be fulfilment of Socialist doctrine, that State should employ whole community, but rather of idea of co-operation; success on a very large scale might develop Socialism, 2265-2271.

Admits difficulty in getting agricultural land in vicinity of London, but that there would be no difficulty in Essex, 20 or 30 miles away, nor would there be much reluctance on part of able-bodied men to go so far for their work; that they would even walk the distance, as some did from Liverpool to near Rotherham, 2299, 2300.

Suggests beginning the experiment with a colony of 500, and doubts it developing into Socialism: it has not done so in Holland, 2301 ;—that the Local Government Board should carry out experiment, 2372-2375.

In order to equalise production and consumption, suggests warehouses should be built and utilised for storing up surplus in good years, 2314-2318.

In support of proposition states Poor Law guardians are better able to cultivate land at a profit than ordinary farmer, and gives his reasons, 2302, 2303. 2306-2309. 2319.

Denies that labour would not be so profitable as that employed by farmer from being unskilled, because there is plenty of skilled labour to be had in London docks; constant flow of such labour to London would be diverted by suggested scheme, 2304, 2305.

In Kendal and Westmoreland generally there are very few unemployed, 2310-2313.

Discusses relative position of landlord in his proposed scheme, with regard to labour, and that of an agricultural labourer with a small holding, who produces with help of his family sufficient food for all, and claims superiority for former, 2319-2322 ;—latter, however, are also successful, but have to pay for other necessities, with any surplus food, 2324, 2325 ;—his object is to make the village self-contained, and do away with money as a medium of exchange, 2322, 2323—States there is a difference between value in use and value in exchange; former is constant, latter variable, 2325.

In his proposed colony states he would have a night's lodging and food for casuals, and that it would be possible for every union to have its own village, 2348, 2349—

The

Report, 1888—continued.

MILLS, REVEREND HERBERT. (Analysis of his Evidence)—continued.

Proposed Colonies for Unemployed—continued.

The poor man is not to be detained against his will, 2353-2358—Suggests a penal colony might later be established for men convicted of vagrancy, and those from free colony, who won't work, 2353-2355—This differs from prison in that it forces a man to work, and causes him to like work better afterwards, 2356, 2357;—when work is slack proposed colony would be open to seekers of work, and when plentiful, inmates would be free to go and get it, 2358, 2359;—nothing would be done but providing tools and bare necessities of life, not even his transport to colony, 2360-2364—Discretion would be exercised in transporting to colony applicant's sick or delicate family; 2367-2369.

Claims for proposed scheme, that it would have advantage of a better labour test by which to select deserving and undeserving poor; that it offers a man real work that is worth the doing, instead of such work as breaking up of firewood, for which he is remunerated by a half wage, half dole, 2370—Suggests that undeserving should be turned out of proposed colony; they would then find it difficult to beg, and if they broke the laws they would be punished, or, if starving, existing laws could deal with them, 2371-2378—The physically incapable would not be admitted; they have infirmaries and hospitals open to them; but able-bodied deserving poor only, 2376, 2377.

Experimental colonies should be self-supporting; whatever is earned more than that might go towards paying for an extension of system; but main thing would be to demonstrate that a man can be helped to keep himself and not lose his independence, 2379—Inmates would consume that which they produced themselves, but certain articles would have to be purchased from outside, 2380, 2381—Brick and timber for building might be covered, in first instance, by public subscription, or a State grant, 2382, 2383—It would be necessary to determine beforehand necessary number of each different class of workmen colony would require; this would not detract from usefulness of scheme, 2384, 2385—Mentions views of guardians at Bristol with regard to it; that present class of workhouse inmate is too feeble for work, but that his colony would attract those who at present went to stone-yard, 2396—Proposed scheme devised to meet distress among poor at present unrelieved by Poor Law, 2397.

Can offer no opinion as to respective merits of boarding-out and workhouse schools, 2297, 2298.

Mission. Special mission in Whitechapel, *Holland* 5014-5020. 5109;—class of men who apply to it for relief, *ib.* 5104-5109.

Mission Halls. See also *Refuges*.

Special cases for relief lodged in, pending inquiry, *Mearns* 4327—Labour test of wood-chopping exists in, with 1s. a day wage, *ib.* 4331-4334—System existing in is relief-work on small scale; system described, *ib.* 4378-4385;—imposture possible, *ib.* 4386-4388—Smallness of wage in, an incentive to get employment elsewhere, *ib.* 4387—List of ten in different parts of London under London Congregational Union, *ib.* 4402-4404. 4441—Regulations enforced in, *ib.* 4405-4412—Painter with family who had saved nothing of his summer wages, how dealt with in, *ib.* 4413-4418—Every effort made to prevent man receiving relief, needing it in the future, *ib.* 4420, 4421—Object of to take up those cases which would be refused out-relief under Poor Law, *ib.* 4422—Out-relief in resembles that given under Poor Law, *ib.* 4425.

Mitcham Workhouse. See *Holborn*.

Modified Out-Relief Order. Should be reserved for periods of exceptional pressure, *Vallance* 4583.

N.

Newcastle-on-Tyne, special workhouse in, where inmates employed in making boots, clothes, &c., *Mills* 2189, 2190.

Newport Market Refuge has very good accommodation, but there is an entire absence of proper investigation into cases admitted, *Valpy* 4723, 4762, 4763.

New York, system of Poor Law relief in, able-bodied applicants sign paper committing themselves to workhouse for three months, but pauper if employed released sooner; its application in England undesirable, *Henley* 517-520—Inmates of workhouse in, of two classes (1) criminal; (2) self-committed, *ib.* 518-521—Form of self-commitment, *ib.* 521—No out-door relief given in, all charitable organisations embodied, *ib.* 522.

Northwich. Case of Samuel Thomson at, starved by his step-parents, yet not proceeded against by guardians, *Waugh* 5871.

Norwood. Pauper school at, *Owen* 50.

Nurses. Trained nurses in workhouse, *Twining* 3016—Guardians as a rule anxious to receive them, *ib.* 3018. 3052—Work under great disadvantages, owing to insufficient appliances, *ib.* 3020—Useful work done by visiting nurses in Kensington, *ib.* 3054—Pauper nurses very unsatisfactory, *ib.* 3017.

O.

Oakum-picking. Suggestions for utilising useless labour expended on, *Mills* 2187–2189; *Ball* 6040–6045.

Four pounds of oakum is nine hours' task, *Mills* 2336–2338;—six pounds a pauper's task, some can do eight, *Hardcastle* 4928;—four pounds enforced in prisons, *ib.* 4929;—corn-grinding substituted for, as being harder and more distasteful, *ib.* 4930;—system objected to, *Billing* 2471, 2472; *Vallance* 4593;—is unequal in its incidence, *ib.* 4594;—difficult to dispense with it, *Hardcastle* 4854;—evils of, to hands of delicate craftsmen; cocoa-nut fibre substituted, except for casuals in Wandsworth, *Ball* 6043.

Odd Fellows Club. Its advantage in promoting thrift and providence among poor, *Davies* 1306, 1307—Statistics of members of, in St. Saviour's and Marylebone, *Lock* 4171.

Open Spaces Association. Its effect on unemployed, *Billing* 2511—Gift of open spaces good object for private charity, *Hill* 1684, 1734.

Ophthalmia. That and skin diseases the chief banes of workhouse schools, *Hill* 3984;—more likely to be prevalent in big schools than smaller ones, *Bridges* 5493.

Orphans. See also *Pauper Children.* These and deserted children only can, under present law, be depauperised, *Horsley* 5794, 5795—Are best dealt with under boarding-out system, *Mason* 2028–2030; *Rep.* ix.

Orphan Asylum, Jewish (Norwood). Those children of respectable widows who they are unable to support sent there by election; inexpedient to send pauper and deserted children there, *Alexander* 4965.

Out-door Relief Regulation Order. Authorises guardians to impose labour-test, *Peck* 2710—Sanctions out-door relief in money and kind to unemployed applicants in return for work done; was in force in Whitechapel Union up to 1870, with the result that police protection necessary, *Vallance* 4448;—was suspended in 1870, *ib.* 4498;—should be reserved for periods of exceptional pressure, *ib.* 4490. 4583.

Abuses of, caused guardians in Whitechapel to adopt their present system of relief, *ib.* 4639; its abuse reduced out-door relief, *ib.* 4694—Is much the same as Prohibitory Order, *Davy* 871;—relief better administered under it than under latter, *ib.* 871–873;—rate of in-door pauperism under it is higher, *ib.* 873.

Over-crowding is one of chief causes of distress, *Peck* 2651;—causes immorality and early marriages, *Sherrard* 2848;—cannot be attributed to demolition of dwellings, *Hill* 1733.

Over-production of children, cause of distress, *Peck* 2651;—is result of early marriages, *ib.* 2790.

Overseers, slack in inquiring into cases for relief, *Harding* 3648.

OWEN, SIR HUGH, K.C.B. (Analysis of his Evidence.)

Has been Permanent Secretary of Local Government Board since 1882, and connected with it for long time previous, 1.

Describes duty of Poor Law guardians in Metropolis to give relief in all cases of absolute destitution, 2, 3—Local Government Board has no power to interfere with guardians as regards individual relief, but may issue regulations which are compulsory on guardians, 4;—adequacy of powers of guardians to cope with destitution, 13.

Out-door Relief:

Order of 15th December 1852 provides that in Metropolis relief must be administered weekly when granted for longer period than a week; must not (1) establish in business; (2) redeem property from pawn; (3) give any article except bedding or clothing; (4) pay expense of conveyance from one district to another,
with

Report, 1888—*continued*.OWEN, SIR HUGH, K.C.B. (Analysis of his Evidence)—*continued*.*Out-door Relief*—*continued*.

with certain exceptions, nor pay any pauper's rent; (5) give relief to non-residents in union. Exceptions, (1) destitute casuals; (2) where application consequent on accident or infirmity; (3) case of a widow who has a legitimate child dependent on her and no illegitimate children; (4) child under sixteen; (5) wife or child of a non-resident; (6) a person who has had relief at the union within twelve months preceding the order, 6.

No relief allowed to employed able-bodied males; if relief given, recipient must be employed by guardians. Exceptions, (1) urgent necessity; (2) sickness of self or family; (3) where relief given for burial purposes; (4) wife of a person in jail, or resident in another union. Where guardians depart from such regulations notice to be given, with reasons, to Local Government Board, 7.

In country—regulations with regard to out-door relief given to non-resident same as in force in Metropolis, 7—Administration of out-door relief in populous places same as in Metropolis, 105. 107—Order of 1844 applies to country, and differs from that applicable to Metropolis mainly, in that in latter able-bodied men may be relieved, subject to labour-test outside workhouse, whereas in former he must be admitted into workhouse, 106. 108;—exception made in cases of emergency, subject to sanction of Board, 109-111.

Out-door relief might be reduced in provinces; has been in London owing to contribution from common fund, and might be still further, 131, 132.

Interference of Board with guardians as to out-door relief in certain classes of cases impossible, 141;—amount of out-door relief varies in different unions; this, if generally known, conducive to discontent, 138-140.

Strict enforcement of law concerning out-door relief, as instanced by its virtual discontinuance in St. George's-in-the-East, would not breed discontent among labouring class, but induce habits of forethought, 142.

Considers diminution in pauperism to be result of stricter application of workhouse test, which makes relatives more willing to assist; out-door relief considered no disgrace; where given, relatives will not assist, 170;—considers disposition to receive out-door relief would be as great now, if guardians would give it; they call on relatives to help instead, 171—No attempt made to meet their assistance half way, but they have powers of compelling them to contribute, 172;—difficulty to find applicants' relatives in many cases, 172; relatives' help supplemented by guardians, 173, 174;—advantages of modern system are (1) pressure brought to bear on relatives; (2) every effort made on part of poor to keep free from applying for relief to guardians, 175.

Desire to reduce rates does not make out-door relief unpopular; laxity in its administration a curse to poor, 189—General grumbling about excessive rates does not always cause guardians to lessen out-door relief, 190;—is only given to supplement wages or other means of livelihood, 191—As regards individuals out-door relief preferred to in-door by ratepayers; also considered cheaper by them, 195-7.

Quotes from last report relative cost per head of out-door and in-door relief, 198.

Refusal of out-door relief diminishes rates, 266-8;—this no hardship to individual, 285, 286.

Reluctance to give it, good for population generally; guardians too apt to individualise, 282—General regulations laid down by Board; all admit of exceptions to meet special cases, 283.

Given by guardians to meet short periods of unemployment; such cases thoroughly investigated and relieved *pro tem.* by relieving officer, 287, 288.

Medical Relief:

Medical attendance on out-door poor much improved; dispensaries established in every union, entirely at cost of guardians, but cost of medicines and officers' salaries partially borne by Parliamentary grant; urgent cases personally attended, 292-295—There is no voluntary medical administration, 296.

Medical extras given if sanctioned by dispensary; no abuse of this system in London, 297-8—Practice of medical officers as regards granting stimulants varies considerably; return of quantity given per head in each union presented to Parliament, 299-302; is unaware of any injury having been caused by lavish grant of stimulants, 300, 301.

System of medical clubs as existing in country not known in London; dispensaries take their place, 303-305.

Very few foreign paupers chargeable on rates; their immigration has had no injurious effect on rates, 310.

OWEN, SIR HUGH, K.C.B. (Analysis of his Evidence)—*continued*.

In-door Relief :

Maintenance of in-door paupers charged on whole Metropolis, partially by Acts of 1867 and 1870 ; 5 *d.* per head must be contributed to common fund for maintenance of poor in workhouse 31. 48 ;—no children under sixteen included as inmates, 47.

Great improvement in workhouse arrangements since Act of 1867, as regards (1) Infirmarys, 33, 176, 34 ;—gives statistics as to additional infirmary accommodation ; describes pavilion system, 35 ; (2) as regards nursing, and gives statistics, 36 ; (3) as regards medical attendance, describes old system with its consequent evils, and the new, 37.

States there is considerable difference in practice of boards of guardians in applying workhouse test, and administering out-door relief, 129. 138 ;—favours a greater uniformity of practice, but does not think Board should make further regulations to effect it, 130.

Disinclination to enter workhouse not necessarily praiseworthy ; but it is so for a man to be anxious not to come at all on rates, 269 ;—for a man to feel it a stigma to receive in-door, but not to receive out-door relief is not meritorious, 270-272. 281.

No broken down man has right to dictate as to particular form of relief he is to receive, 272 ;—out-door preferred to in-door ; very rare for starvation to be preferred to latter ; such a case would be specially dealt with, 273, 274.

Labour Test :

Labour-test must be approved by Board, and varies in different unions 133, 134 ;—advocates uniformity ; suggests conference of delegates from different boards of guardians on that subject, 135-7. 262.

Labour-test resorted to in case of able-bodied men ; relief given ought to be dependent on such test which is one of destitution ; expedient in interests of poor themselves, 8-12.

Choice of labour is limited ; generally takes form of stone-breaking or oakum-picking ; does not exist in many unions of Metropolis. Board powerless to introduce it where non-existent ; its existence or non-existence dependent on guardians, whose action differs in unions of similar character, 166-169 ;—value of work done is almost *nil*, 216.

Strict execution of workhouse-test in country has reduced number of inmates, and caused corresponding financial gain, 255.

Fever Stricken Poor :

Fever and small-pox cases among poor are under charge of Metropolitan Asylums Board by Act of 1867 ; describes their hospitals ; how they deal with cases ; hospital wharves for reception of less serious cases ; ambulance steamers with nurses and appliances on board for removal from wharves to hospital ships at Purfleet ; hospital camp at Darenth for convalescent patients, 39.

Imbecile Poor :

Describes treatment of imbecile poor and lunatics, by Act of 1867 ; imbecile children sent chiefly to asylum at Darenth ; charge falls on common fund, 40—Asylums Board established as result of Mr. Hardy's Act, 41, 42.

Infirmarys regarded as hospitals, consequently their establishment tends towards increase of rates, 38.

Pauper Statistics :

Return of pauperism in Metropolis for second week, April 1888, exclusive of lunatics and vagrants, 20 ;—ditto for three preceding years, 21 ;—percentage on estimated population not easy to give, owing to nature of returns available, 22, 23 ;—gives comparative pauperism for years 1888 and 1885, distinguishing in-door and out-door, 24 ;—could give like statistics for last 30 years, 25 ;—gives proportion of paupers per 1,000 of population in Metropolis for January 1888, 1880, 1870 ; 26-28 ;—shows decrease of actual pauperism in 1888, supposing proportion of 1870 had been maintained, 29 ;—percentage double, 30.

Decrease in pauperism in spite of increase in population, due to stricter administration by boards of guardians, 32.

Compares statistics of paupers inclusive of lunatics in asylums, and vagrants relieved in England and Wales in 1886-7 and January 1888, with the respective percentages on estimated population, 112-115 ;—ditto in 1867 and 1868 ; 116 ;—If average of population kept up, number of paupers in 1888 is only half that in 1868 ; 117, 118.

Report, 1888—*continued*.

OWEN, SIR HUGH, K.C.B. (Analysis of his Evidence)—*continued*.

Cost of Pauperism :

Describes practice of his Board for arriving at annual cost of pauper per head; such returns for a series of years promised, 199-201—Cost would be much greater if out-door relief more generally given; strict enforcement of workhouse test, and chiefly improvements made, have swelled such cost, 202-205;—benefits not to be measured by cost alone, but by consequent encouragement to thrift, and proportion of present pauperism to population compared with what it was ten years ago, 206;—considerable saving in cost of pauperism in country consequent on stricter administration, 207;—thinks London system should be extended to country, 208.

Poor Rates :

States rateable value of property in Metropolis liable to poor-rate is 31,000,000 £.; 14;—return presented to House of Commons in 1886, giving amount of rates raised in each parish of Metropolis in year ending March 1885; they vary in different parishes, 15;—two-thirds of poor-rate raised is expended on poor relief; one-third given to county rates, highway boards, &c.; gives full account of total expenditure, 218.

Practically no limit in amount of money callable by guardians for relief of destitution; could prepare statistical tables, showing amount of rates levied, and expended in out-door and in-door relief in Metropolis on population of 1881; 17;—gives total poor-rates receipts for 1887, including loans, with total expenditure, 18, 19.

Metropolitan Common Poor Fund :

Gives the several classes of cases chargeable to the Metropolitan Common Poor Fund, established in 1867; all unions subscribe to it, according to their rateable value; poorer ones benefit from the richer, 104;—cost of pauper maintenance much increased in consequence, but corresponding improvements effected, 194.

Metropolitan Poor Act of 1867 effected improvement in condition of workhouses and infirmaries, 176.

Casual Poor :

States there is no considerable increase of late in casual paupers in London; diminution since Act of 1882;—this Act not so strictly enforced in country as in London, 158-160 —There would be more vagrants in a union in country, where detention not strictly enforced, but there are exceptions, 161, 162.

Their relief regulated by Acts of 1871 and 1882; 54-55;—states regulation in force as to admission of poor to casual wards; pauper must have order of admission, except in cases of urgency, available on day of issue; does not admit earlier than 4 p.m. in winter and 6 p.m. in summer, 56;—inmate of casual ward cannot discharge himself before 9 a.m. of second day after admission, or of fourth day if previously admitted in same month, 61. 219-229;—certain relaxing provisions left to discretion of master of workhouse, 58;—nine o'clock rule often relaxed, 59;—circular issued recommending an earlier hour for discharge, 223. 229, 230.

Casual wards visited nightly by officer of Board; a check on habitual casuals and imposition, 59, 60;—certain number are habitual casuals, 64, 65.

Every casual obliged to take a bath of suitable temperature; this not enforced in cases of bad health, &c., 232.

Class of casuals known as “*in-and-outers*” give great annoyance to guardians, who have no control over them; difficulty might be met by general rules; compulsory detention undesirable; question considered by President of Local Government Board, 306, 307;—guardians have no power to refuse re-admittance to workhouse even on score of intoxication, 309.

In casual wards treatment same for all comers; are arranged on cellular system, which prevents intercourse; this system increasing, 180, 181.

Trafalgar-square :

States sleepers in Trafalgar square belonged to class who frequent casual wards and common lodging-houses; illegal to sleep there, 233-235;—gives statistics showing accommodation for casual poor in Metropolis, 66, 67;—describes special pressure in autumn 1887, owing to congregation in Trafalgar-square; Strand authorities dealt with it, by giving orders for common lodging-houses; effect of this, 68;—also erected special vagrant ward, 69;—pressure not felt elsewhere; has since diminished, 70;—effect of congestion in Strand and other districts, 71;—shows number of casuals remained the same, 72;—opening of relief works in Metropolis attracts unemployed from all parts of country, *e.g.*, Mansion House Fund, 243;—same thing would result from emigration on a large scale, 244. 246.

OWEN, SIR HUGH, K.C.B. (Analysis of his Evidence)—*continued*.

Certified Schools :

Act of 1862 gives Local Government Board power to certify schools, 73 ;—much used by metropolitan guardians for Roman Catholic children, 74 ;—system carried out to a considerable extent, 146 ;—mentions existence of special institutions for special classes ; last January there were 2,162 children in certified schools of all classes in Metropolis, 75.

Certified schools differ from workhouse schools ; inmate does not bear same stigma ; their standard not below that of population generally, 147-150.

Boys from metropolitan union schools sent to "*Exmouth*" training ship, 43 ;—quotes statistics from report of managers to show satisfactory result of its establishment, 43 ;—troublesome boys sent there by guardians, 45, 46.

Pauper children educated in establishments distinct from workhouse, by provisions in Act of 1867 ; no children over sixteen in workhouse ; cost of education a charge on common fund, 47-49 ;—those separate establishments described ; usually built in outskirts of London, capable of accommodating from 250 to 600 children ; high intellectual attainments of children at ; how accounted for ; elder children at are *half-timers* ; all inmates industrially taught ; describes success of children in after life ; boys do better than girls ; disadvantages of large establishments, for girls especially ; children should be individualised ; describes principles of *Association for Befriending Young Servant Girls* ; hindrances to satisfactory after life of girls ; often suffer from physical and hereditary defects ; result on whole very satisfactory, 50 ;—scrofulous cases how dealt with, 51 ;—considerable number at these schools are orphans, 52, 53.

Boarding-out :

Committee appointed by order from Local Government Board of November 1870, to take charge of boarded-out children, 76 ;—applies to all populous unions, 77 ;—boarding-out subject to certain conditions, which he enumerates, 77.

Conditions as to *foster-parent*, (1.) must be of same denomination as child ; (2.) in consideration of 4 s. per head per week must bring up child as one of his own, attend to its religious instruction, send it to school, provide for repair of clothing, take care of its health, allow it to be visited at any time by boarding-out committee, or others ; (3.) boarding-house must be near school whose master is willing to instruct child, and be within five miles of residence of some member of committee, 77—Penalty for non-compliance is withdrawal of child, 78, 79—Guardians' discretion as to withdrawal absolute ; in certain cases Local Government Board may withdraw the committee's certificate ; 80-83.

Average cost is 4 s. 6 d. ; 84, 85 ;—this rather more than in workhouse schools, 86-89—649 children out of 1,300 thus boarded out in London unions, 90, 91, 92 ;—system works very satisfactorily, 93, 94.

Unwillingness of some guardians to use boarding-out committee attributed to satisfaction at arrangements of their own schools, not to fear of cost, 95, 96.

Orphans and deserted children only boarded out ;—guardians no control over others, these liable to be withdrawn at any time by parents ; guardians might get parents' consent for detention of child, but not desirable, 77. 257-259.

Boarding-out committees are purely voluntary agencies, and independent of Poor Law relief, 260, 261.

Describes Miss Mason's duties as Government Inspector of boarded-out pauper children throughout country, 93, 94 ; 209-211 ;—has been employed three years and has no deputy, 212. 215 ;—her duties differ from Mrs. Nassau Senior, who visited and reported on workhouse schools, 213 ;—considers it desirable there should be such an inspection, and that inspector should be a lady, 214.

Children placed out in service when fourteen or fifteen years old, and are assisted with clothes ; no longer, as formerly, with money, 163-165 ;—no difficulty in finding employment for them, 177, 178 ;—reads statistics from a Report for 1887 as to occupation of such children, 181.

Cottage Homes :

Tendency in future to establish schools on cottage-home principle ; some already built ; describes such institutions, 50. 182-184 ;—this system more expensive than boarding out, but has great advantages, 179.

Poor Law Conferences :

States there are district conferences and a general conference held in London of Poor Law authorities ;—questions of policy discussed ; advantageous results, 263, 264 ;—advocates conference to promote uniform system in groups of London parishes ; similar

Report, 1888—*continued*.

OWEN, SIR HUGH, K.C.B. (Analysis of his Evidence)—*continued*.

Poor Law Conferences—*continued*.

similar to Mr. Hedley's scheme for Liverpool and Manchester, 265 ;—has no alterations to suggest in present administration of Poor Law in different unions, 192, 193.

Benefit Clubs :

Hands in letter from Local Government Board with regard to connection between Poor Law relief and benefit clubs, 119, 124, 125, 127 ;—in administering relief guardians do not strictly take into account recipient's receipts from benefit club, 120, 122 ;—members not forced into workhouse ; are more likely to receive out-door relief, 123, 124—Parish relief given where receipts from club insufficient for support, 125-127 ;—slightly more given in out-relief to a member of a club than to another, 128.

Charity and Poor Law :

Charity should supplement working of Poor Law ; defect in old Poor Law was it took place of charity, and paid wages in country villages, 143, 144, 275-277—Poor Law should be confined to cases of destitution ; charity should do rest, 145.

Charity Organisation Society relieve guardians of several cases in St. George's-in-the-East, Whitechapel, and Kensington, 278 :—the stricter the administration of Poor Law the greater the necessity for an alliance between charity and Poor Law, 284—Charity would be usefully employed to relieve case of a man breaking down through no fault of his own ; should relieve most cases that would otherwise be relieved by out-door relief, 289-291.

Emigration :

States no special regulations issued to guardians regarding emigration of adult persons, 97 ;—they can assist any poor person to emigrate subject to sanction of Local Government Board, 98, 99.

Board have laid down conditions regarding emigration of orphan and deserted children to Canada, viz. : (1) person taking out child must furnish Department of Agriculture at Ottawa with name and age both of child and of person with whom it is to be placed ; (2) copy of this statement must be furnished both to guardians and Local Government Board ; (3) guardians must inform person taking out child as to its religion ; such person must place child in home corresponding with such religion ; (4) child must, have been at least six months in properly certified school ; (5) guardians must be satisfied that person taking out child has reasonable prospect of finding home. They advise girls should not be sent out over ten years old, and in no case hardly over twelve, 100 ;—Local Government Board withhold consent to emigration pending arrival of reports from Canadian Government, 101 ;—these reports very satisfactory, 102, 103, 185-187.

Board satisfied with existing arrangements, but advise guardians to exercise great care in carrying them out ; no complaints have reached Board of overwork of emigrants, 187, 188—Considers guardians should assist emigration of adults in country, and in a modified degree in London, 151—If largely resorted to in case of paupers objections would be raised by Colonies, 152.

Effect of emigration only temporary ; should be resorted to in London in cases only of congested population ; guardians assist those only to emigrate who are not likely to be a further charge on rates, 153-157 ;—are emigrated to Canada only, and do well, 236, 237—Canadian Government reluctant to receive boys from reformatory schools, but not from pauper schools ; latter being orphans and deserted are best guardians could send, 256.

Emigration on a large scale would cause a corresponding demand for labour, and influx of people to metropolis, 238, 244 ;—this no great evil, as population of metropolis remains stationary, 238, 239, 240 ;—this view disputed ; population not permanently relieved by emigration, 241, 242, 248.

Has no experience or means of ascertaining amount of immigration to, consequent on emigration from London, 245, 252-254 ; but is of opinion that London would not benefit by large system of emigration, 248 ;—emigrants should be taken from the partially employed, 249-251.

Oxford. Co-operation between Charity Organisation Society and poor law guardians in, advocated by University, opposed by Mr. Hall, on grounds of insufficiency of out-door relief, *Henley* 516, 550, 556, 557 ;—grounds for controversy insufficient, *ib.* 594-596 ;—encouragement to improvidence produced by private charity in, *ib.* 557.

P.

Paddington. (See *Mr. Sherrard's Evidence.*)

Pauper statistics show economy in granting out-door relief, *Sherrard* 2811. 2821. 2979, 2980; *Loch* 4095—Pauperism in is less than half of all London, *Loch* 4101.

Great diminution in out-door relief in, *Sherrard* 2401 *seq.*;—this not increased in consequence of diminution of out-door relief, *Sherrard* 2812–2815;—cases where out-door relief always granted in, *ib.* 2910. 2914. 2929;—does not discourage thrift, *ib.* 2923;—a return to out-door relief since 1885 in, *Loch* 4094.

Careful investigation of cases by guardians caused decrease of pauperism *Sherrard* 2816—Decrease not attributable to offering of house test; which was formerly freely offered, *ib.* 2817, 2818. 2820. 2822—Relief is given with discrimination, *ib.* 2821. 2899, 2900—Pressure brought on guardians by ratepayers because of excess of out-door relief, *ib.* 2823. 2879—Wages question has no effect in Paddington; district schools not favourably regarded in; views of guardians of as to pauper children; guardians of anxious to part with their interest in district schools at Ashford, *ib.* 2827—Deserted or orphan children boarded-out, *ib.* 2828—Saving to guardians by boarding-out, *Hall* 3988—Assistance given to respectable parents, *Sherrard* 2828—Great amount of real misery in, *ib.* 2831 *seq.*—No difficulty in administering Poor Law in, and no complaints, *ib.* 2842. 2918—Widows with children, how treated in, *ib.* 2863. 2917—Aged and infirm, how dealt with, *ib.* 2920, 2921. 2928.

Number of paupers in about the same as in Whitechapel, although population is 107,000, compared with 71,000 in the latter union; this owing to rateable value of property being 1,276,000 *l.*, compared with 379,000 *l.* in Whitechapel, *Vallance* 4703—No labour yard in, *Sherrard* 2933—Labour farm for has been proposed, *ib.* 2939—Agricultural labourers in, *ib.* 2940, 2941—Emigration might be resorted to if men were specially trained for it, *ib.* 2948–2951.

Special committee for giving work to the unemployed in, *ib.* 2954 *et seq.*—Work carried on by charitable organisations, not guardians, *ib.* 2963–2966. 2972—Charity Organisation Society exists in, *ib.* 2973.

Parents. (See also *Vicious Parents.*) Can be proceeded against for maltreating their children under fourteen, *Vallance* 4578—Right to custody of their children a common law right, and cannot be interfered with by orders from Local Government Board, *Waugh* 5909. 5916. 5921, 5922—Not the law to restore children to parents who have not asked for them, *ib.* 5922—Duty of to support their children, *ib.* 5925, 5926.

Parish. (See also *Vestries.*) Labour for poor should be provided by, *Peck* 2761, 2762.

Parliamentary Grant. Given in aid of teachers' salaries at pauper schools, *Owen* 50—At present no guarantee that it is properly distributed; suggestion that the Order relating to its distribution should be revised; that it should be given in nature of a merit grant, *Hadden* 5400–5404.

PAUPERS:

Records of, as in Germany, should be kept, *Davy* 941–945;—defined as those receiving relief of any kind, *Compton* 3751—Cost of, other than children, limited to 5 *d.* per day per head, *Owen* 48—Cost of maintenance much increased since introduction of Common Poor Fund, *Owen* 194—Owing also to strict enforcement of workhouse test and introduction of improvements, *ib.* 204—Anticipated increase in numbers of, *Compton* 3744, 3745—Condition of should be worse than that of the poorest independent man, *Crowder* 1853; *Compton* 3793;—feels no more degraded by receiving relief from Poor Law than from charity, *ib.* 3752–3754.

Statistics of paupers relieved in England and Wales in the years 1867, 1868, 1886, 1887, and January 1888, with comparisons and deductions, *Owen* 112–118;—these no guide to poverty, *Holland* 5027. 5041–5044.

Classification of in Kensington Workhouse very good, *Twining* 2988. 3006;—depends on individual boards of guardians and nature of workhouse buildings, *ib.* 3006;—in London should be trained to agricultural labour, *Vallance* 4681–4683.

Removals of between metropolitan unions objected to, *Vallance* 4541–4543.

Bowden

PAUPERS—continued.

Bowden 5677, 5678—Very few foreign paupers chargeable on the rates in London; their immigration has had very little effect on the number of paupers so chargeable, *Owen* 310

(1.) *Children of.* (See also *Boarding-out. Cottage Homes, &c.*)

Their education, *Owen* 47; *Hall* 3949, 3950—Should be educated at elementary schools, *Davy* 988-991—Cost of charged to Common Fund, *ib.* 49, 50—Their better education will result in reduction of professional paupers, *Hardcastle* 4877.

Satisfactory result on their after life from education received at pauper schools, *ib.* 50—Boys do better than girls, *ib.*—Hindrances to success in after life of girls, *ib.*—No difficulty in finding them employment on leaving school, *ib.* 177, 178—Super-vision of after going into service, *Davy* 1025-1027.

Guardians might get consent of parents for detention of other than deserted children, but not desirable, *Owen* 257-259—Should be removed from workhouse influence, *Hall* 3944—Illustration of evils arising from parents, after desertion, being able to claim them, *Hall* 4017-4021.

In Burnley are maintained by widow with out-relief, in her own home, *Horn* 3349—If under three sent to workhouse, *ib.* 3351.

Evils of rule by which they are kept a fortnight in workhouse before being sent to district schools, *Hardcastle* 4839—Are predisposed to skin diseases, *Bridges* 5497, 5498—State has no control over children of paupers in workhouse, *Horsley* 5795—May be treated in district schools, *ib.* 5796—Difficulty of dealing with those of temporary paupers. *Holland* 5070-5073. 5079-5082—Temporary shelter in workhouse suggested, *ib.* 5074-5076; also cottage homes, *Horsley* 5812, 5813.

Statistics of the number of in receipt of State relief, *Hall* 3946, 3947, 3948—*Horsley* 5813—Should be dealt with by boarding-out, voluntary homes, emigration, cottage homes, *Horsley* 5831—If orphans, and deserted, are best dealt with under boarding-out system, *Rep.* ix.—Insufficient feeding of comes under 31 & 32 Vict. c. 122; not often acted on, *Waugh* 5857.

(2.) *Imbecile:*

Are nursed by skilled paid nurses, *Hedley* 834. 836—Are never kept long in workhouse, but sent to metropolitan asylums, *ib.* 835—Weak-minded, deformed, and blind should be relieved in special institutions to which guardians have power to subscribe, *Loch* 4255.

(3.) *Pauper Farms.* (See also *Unemployed.*)

Establishment of under Poor Law or by Government suggested, *Mills* 2236-2397; *Compton* 3700-3710; *Kitto* 3594, 3595. 3620-3623—Objected to, *Rep.* viii.

Produce of would not compete detrimentally with outside labour, *Compton* 3724-3727. 3755. 3869-3874—Their good effect upon individual, *ib.* 3749, 3750—Preferable to present poor law system, *ib.* 3757-3761—Deserving and undeserving in classified, *ib.* 3762, 3763. 3917-3920—Their introduction would not add to rates, *ib.* 3839-3841.

(4.) *Relatives of:*

Pressure brought to bear on, to assist in withholding out-door relief, *Owen* 170. 175—A difficulty in finding them, *ib.* 172—Their help supplemented by guardians, *ib.* 173.—Stepney guardians require pauper's relatives to contribute toward his maintenance; and are compelled, if they refuse; duty of relieving officer to collect such contributions, *Jones* 1102-1106;—those who are legally bound to support paupers described, *Pell* 1549—Suggestion that legal obligations should be enforced against those who can but won't contribute, *Henley* 523. 571-573—Out-door relief should be supplemented by relatives' help, so as to save rates, *ib.* 524, 525—Contribution should be collected by guardians, *ib.* 526, 527. 574, 575;—this not applicable to able-bodied, *ib.* 528. 530—Present workhouse system makes them help, *Compton* 3755.

(5.) *Pauper Schools:*

Schools at Leavesden, Plashet, Mitcham, Norwood, Southall, Harold Court Edmonton, Sutton, Anerley, Ashford, Banstead, *Owen* 50—Education at described with results in after life, *ib.*—Cottage home principle advocated, *ib.*—Many inmates of are orphans, *ib.* 52. 257-8.

Report, 1888—continued.

PAUPERS—continued.(6) *Paupers, Sick* :

Have increased in Birmingham, *Henley* 342 — Fever cases among, how treated, *Owen* 39 — Suffer from physical and hereditary defects, *ib.* 50 — Scrofulous cases, how dealt with, *ib.* 51.

Pauperism. Increase of in 1888 in metropolis, compared with 1885, *Owen* 24 ; *Compton* 3737, 3738 — Statistics of in the metropolis for last 30 years, *Owen* 22-30 ; *App. G.* 690 ; *Rep. iii.* — Diminution in amount of during last ten years, *Henley* 609, 610 ; *Rep. iii.* ; — this due to the stricter application of workhouse test, and pressure brought to bear on paupers' relatives, *Owen* 170-175.

Considerable saving in the cost of in the country since stricter administration enforced, *Owen* 207 ; — no increase of in Berkshire, Buckinghamshire, and Oxfordshire, *Henley* 503.

Statistics of not a correct guide to condition or numbers of poor, *Compton* 3820-3823. 3867. 3915, 3916 ; *Kitto* 3537. 3568 — Comparison of present with past statistics misleading, *Compton* 3926-3928 ; *Brandreth* 5589-5599 ; — amount of depends on way Poor Law is administered, *Kitto* 3569.

Increases with density of population, *Henley* 475, 476 — Character of population must be considered in comparing pauperism of one district with another, *Vallance* 4702-4705 — Distinction to be maintained between it and poverty, *Twining* 3027.

Acts charging cost of in-door pauperism on whole metropolis, *Owen* 31. 104.

Those on verge of should be dealt with by State, *Compton* 3746-3748 ; — by emigration, *ib.* 3747 ; — difficulty of dealing with them, *Loch* 4256. 4258, 4259 — Suggested establishment of special institution for such cases, *ib.* 4257 — Measures for its prevention advocated, *Vallance* 4611. 4612 — Stigma of obviated by co-operation between guardians and charities, *Jones* 1100 ; *Pell* 1427 *et seq.* ; *Vallance* 4450 *et seq.* ; *Rep. x.*

Pauper Inmates Discharge and Regulation Act, 1871. (See *Owen* 55. 58. 229.) — Suggestion that the periods of detention under should be increased, *Vallance* 4533 ; — that the Act should be extended so as to abolish removals of paupers from one metropolitan union to another, *ib.* 4541. 4544.

Pauper Removal Act. Inapplicable to Jewish children, *Alexander* 4965.

Pavilion System. Description of, establishment of in infirmaries, consequent on Act of 1867, *Owen* 35.

Peabody Buildings. (See *Hill* 1759-1764.)

PEEK, MR. FRANCIS. (Analysis of his Evidence) :

Has for thirty years taken interest in the lowest class of poor and paupers ; his action with regard to Mansion House Council on metropolitan poverty in 1886-87 ; 2608, 2609.

Mansion House Council :

States harm done by the Mansion House Relief Fund of 1885-86 ; wrote to "Times," and went to Lord Mayor to summon a council thoroughly to examine the condition of the poor, 2610 — There were thirty-six members of the council, 2611 ; — they met twice a week ; sent out circulars to all likely to give information, 2612, 2613 — Council concluded that no special fund would be wanted unless there was a long frost, 2614.

Administration of Poor Law :

Had opportunities during inquiry of observing operation of Poor Law ; thinks it an entire failure, and must always fail under pressure, 2615, 2616. 2747 — Poor Law exists first for relief of destitution ; is founded partly from humanity ; partly from self-preservation, 2617 — States destitution in stress of weather was not relieved by guardians ; many make the conditions of relief too hard ; chief evidence of insufficient working of Poor Law shown in increase of mendicancy last winter ; the public would not tolerate this mendicancy if they thought the guardians were doing their duty, 2618. 2620. 2674. 2748, 2749 — Strict administration of Poor Law does not produce mendicancy while uncertain administration does, 2727.

Uniformity among Guardians :

Great mischief caused by want of uniformity ; some guardians give relief lavishly, others the reverse, and instances practices in Battersea and Rotherhithe ; some guardians do not exact work while others do, 2621-2625. 2659-2673. 2751-2757. 2762. 2802-2805.

Report, 1888—*continued*.

PEEK, MR. FRANCIS. (Analysis of his Evidence)—*continued*.

Uniformity among Guardians—*continued*.

2802-2805;—advocates meeting of the most experienced guardians in London to fix amount of relief to be given, amount of labour, and method of giving it; this should be made uniform, and the public should be advised of it, 2626. 2745. 2806;—would not increase facilities for obtaining relief; destitution is the only test, 2627, 2628;—suggests uniformity in granting out relief could easily be obtained, 2758.

Labour Yards :

Has no personal objection to labour-yards, but would not put own opinions forward against guardians who do, 2629. 2677-2680. 2759, 2760.

Charity Organisation Society :

Has experience of Charity Organisation Society specially in Sydenham, Norwood, and Lewisham; thinks work has been very good in supplementing the Poor Law, but bad in so far as it relieved destitution, which is the province of the Poor Law; Charity Organisation Society should confine itself to those on border line of destitution, 2633-2638. 2693-2696. 2728-2731. 2797.

Beggars :

Existence of beggars is a disgrace to the Poor Law and the police; if public were convinced that the Poor Law was properly administered they would largely abstain from giving promiscuous relief; fear of prison would deter impostors, 2619. 2639-2641. 2655-2659;—people who wandered about streets begging came from all over London; that made it difficult to distinguish genuine cases, 2674—Recommends increased stringency in the law against vagrancy, and that public should know that cases of real destitution were uniformly relieved throughout the Metropolis in work-houses, 2675, 2676;—this does not amount to imprisonment, and suggests a labour test, or a test work-room like that in Birmingham, 2677.

Boarding-out :

States advantages of boarding-out system over district schools or cottage homes are (1) severance from pauper associations; (2) forming of home-ties with foster parent, 2643, 2644.

Casual Wards :

Objects to casual wards; thinks they are unnecessary; have been abolished in some metropolitan unions, 2645, 2646.

Out-door Relief :

Thinks the less of out-door relief the better; impossible to have it without pauperising those around the recipients, 2647.

Widows :

Case of widows difficult; out-door relief is not adequate for them; only way is to take away the children they cannot support, and put them into district schools allowing proper intercourse between parents and children, 2648.

Distress :

There is considerable distress at present, not more than usual, 2649, 2650;—three causes, intemperance, overcrowding, over-production of children, 2651;—limitation of hours and of public-houses will do something to stop intemperance; overcrowding can be hindered by a proper system of registration of tenement and lodging-houses, 2831,—over-production must be looked at both from a physical and moral point of view, 2652-2654;—it is a doctor's question, 2790-2796.

Destitution :

Thinks scale of relief, &c., can be settled by guardians without inquiry into each individual case; destitution is first test, then amount of family, then work-test, 2681. 2698, 2699—Proof of destitution is a man's not having necessaries of life for himself and family, and having applied for Poor Law relief; would not punish people for not applying, 2682-2684—Discrimination in relieving should be shown between the deserving and undeserving; former ought to be differently treated from the ordinary pauper; they only form about 5 per cent. of those applying for relief, and might get relief in their own line of work from the vestry, 2630, 2631;—no greater disgrace in asking help from guardians than from charity; destitute have a right to relief from former, 2697, 2698;—does not consider those who do not lay by for winter out of a large summer wage deserving; such do apply for relief, 2742-2744.

Vestries :

Some vestries do combine relief work with vestry work; these and guardians should work together, 2632. 2765—Does not recommend vestries giving relief in the form of

PEEK, MR. FRANCIS. (Analysis of his Evidence)—*continued*.

Vestries—continued.

of work; before every winter they should arrange what extra works could be done in case of severe weather; destitute persons of good character applying to the guardians would be sent to the vestries, 2685, 2686;—describes kind of work to be done, 2687-2689—States this would not interfere with existing labour, 2690, 2691—Work would only be done in severe weather to tide over temporary destitution of the deserving, 2692. 2741.

Wage-Work and Test-Work:

No difference between test-work and wage-work; the individual would prefer labour in return for food, in the shape of useful work, rather than a mere test; the wages given should be simply sufficient to provide the necessaries; if a man will take such low wages it is quite sufficient test of destitution, 2700-2703—Guardians can impose any labour test under Out-door Relief Regulation Order, but cannot pay wages, 2710, 2711—Guardians should have that power; it would not cause overcrowding; it would be limited to the parish, 2712-2714—Suggests as an example the formation of a spade farm, and put everyone to work who applied; would work it even in frosty weather; all relief should be in exchange for adequate amount of work, 2715-2720.

Draws a distinction between wage and test-work, and instances the different work of stone-breaking and house-painting for the deserving destitute; states it is a question of degradation, and test-work is degrading; but a man is much less likely to feel degraded if he is set to work at his trade, 2721-2723—About 2 per cent. of the destitute are persons of good character as well as average ability in their trades; scheme suggested is for benefit of community, for if deserving poor were known to be considerably treated vagrancy would be got rid of; cannot quite agree that relief of these 2 per cent. is really within the province of private charity; hard to draw the line between the destitute and those just above destitution, 2724-2726.

States 10 s. per week to a painter when out of work by guardians would be regarded as wages; would in severe times give the unemployed work which was really unnecessary at low wages; such payment is looked upon as wages because the man is working at his trade, 2732-2734—Each man should give an equivalent of work in his own trade or some other for a wage-test; test-work is oakum-picking or stone-breaking, 2735, 2736—Any work could be made a test, but it makes a difference to a painter if he is told to break stones or to paint for the same relief, 2737, 2738—Point is that remuneration, or whatever it is called, given by the guardians should be sufficient to relieve destitution, 2739, 2740—Work given deserving poor should be in return for what they receive, not a mere test, 2746.

Workhouse:

Suggests in the case of decently deserving people that the husband should be taken into the house and the family left outside, to save the home from being broken up, 2749, 2750—Would remedy uncertainty of relief by giving it indoors; indoor test can be applied more or less severely according as you have the man or the whole family; it is often cruel to break up the home, but unwise to relieve the man except by bringing him in or giving him a strong test, 2763, 2764. 2766-2769.

The parish, not the State, should provide labour for the unemployed; it has to provide sustenance, and should see that the sustenance is not obtained too easily, 2761.

Undeserving Poor:

"Undeserving" and "thriftless" coincident expressions, 2770—States guardians would not be justified in telling a man of bad character to wait for relief till he became deserving; he would have to be relieved as destitute, 2771, 2772.

Relief:

Considers the conditions of granting relief must necessarily be hard, and so compel economic habits of living and providence, 2774-2776—Severity of conditions of relief varies according to the condition of the recipient; discrimination is required; 2800, 2801.

Refusal of relief in course of time helps to make people thrifty; thriftlessness of poor greatly caused by working of old Poor Law, 2777;—this may be remedied in time by the School Board education, 2778—Class above artisans can only be relieved by private means, 2779.

Immigrants:

The number of immigrants both from the country and abroad in the last three years has increased the difficulty of Poor Law relief in metropolis; there is a Committee sitting on the subject; young labourers from the country displace older ones, especially in unskilled cloth labour, 2780-2788—Thinks this immigration has diminished in the last winter, 2788.

PELL, MR. ALBERT. (Analysis of his Evidence.) (*St. George's-in-the-East, Brixworth.*)

For some years member of the House of Commons; took part in Poor Law legislation; acted as guardian for 46 years; first for the Brixworth Union and then for St. George's-in-the-East; a nominated member of the Asylums Board; Chairman of the Executive Committee of the Mansion House Council in the winter of 1866-7; 1385-1390.

I.—ST. GEORGE'S-IN-THE-EAST:

Pauper Statistics, &c.:

States on joining the St. George's Board reform had commenced, and principle accepted by most of the members; in spite of strict administration, St. George's-in-the-East contains more paupers than the average of London; gives statistics for 1888; the total ratio per 1,000 of population he gives as 33.9; the total for London being 24.2; the cause is the nature of the population, which is very poor and very foreign; guardians relieve all the destitute poor who come in foreign ships into the London Docks, and employ an interpreter; thinks there was a labour-yard in St. George's when he first became guardian; there is none now; the restrictions of outdoor relief were suddenly effected, 1391-1395.

Guardians, Election of:

Votes at election of guardians show no discontent at change of system; states the result in 1879 of issuing an address during election time against the strictness of administration was that not one of those who had thus appealed to the electors was elected; election was fought in a systematic way, and was a very fair test of the opinions of the population, 1396-1399. 1526.

Out-door Relief:

States the few still receiving out-relief are well-to-do, very old, and have no appearance of living squalidly; if they lived in unsuitable homes the relief would be discontinued, 1400-1402—That the only new cases for out-relief are (1) accident which prevents removal or causes death, and (2) illness too severe for patient to be sent to infirmary; that bronchitis cases are sent there, and the arrangements are excellent, 1404-1410—Considers out-relief to be prejudicial to wages, immoral for the working classes and the rich, and no benefit to the ratepayers, 1419-1422;—if present system is continued there will soon be no out-door relief, 1404-1411.

Widows:

An able-bodied widow is supposed to be able to maintain two children; the rest, if she desires it, and charity is not forthcoming, are sent to schools at Plashet, and kept there till they get employment, or till she can maintain them herself, or marries again; widow may visit her children at school once a month unless she is living where there is infection; has never in St. George's heard a widow ask for out-door relief for herself; and never had a case of a widow declining to part with her children; details how a widow on presenting herself is dealt with in St. George's; in cases where she has a claim on her master she is referred to the Committee of the Charity Organisation Society, where her case is inquired into; if the widow turned out not to be respectable, or had no reasonable claim on charity, she would have to go into the house unless she parted with the children, 1412-1418. 1514;—a sick widow unable to maintain any children would be sent to the workhouse, 1423, 1424.

Employment of Women:

States the women are better off in St. George's, owing to the destruction of very poor trades formerly kept up by out-of-door relief; very little sweating; the price for felling military trousers was formerly 10d.; since abolition of out-relief women struck for 1s.; sack-making has taken place of tailoring, 1418.

Charitable Organisations:

Does not think the Charity Organisation Society has distributed much money in St. George's; states practice of guardians in referring cases unsuitable for the house to that society; this he considers very satisfactory as a factor in abolishing out-door relief; that province of the Poor Law entirely distinct from that of charity; very desirable that in London there should be organisation, such as the Charity Organisation Society, 1425-1432;—such societies should be in direct communication with the guardians and the relieving officer, 1433;—thinks it possible that, if carried out all over the country, these societies might demoralise the poor, charity by a society or organisation never being so safe as personal or individual charity; states the Charity Organisation Society from commencing with inquiry and receiving relief drifted into giving relief, 1434, 1435. 1582—That in the Brixworth Union, where out door relief is very low, the only organised system of charity is a fund of 25l. a year, 1436-1437;—is not spent in pensions, but as temporary relief, 1439, 1440.

PELL, MR. ALBERT. (Analysis, &c.) (*St. George's-in-the-East, Brixworth*)—continued.

I.—ST. GEORGE'S-IN-THE-EAST—continued.

Charitable Organisations—continued.

Is chairman of Tower Hamlets Pension Committee; states the object of the committee is to meet the difficulties of a period of transition; no pension granted to persons who had not attained their forty-eighth birthday on 1st January 1873; they only pretend to assist persons from the three parishes in the East of London, which have abolished out-door relief, *i. e.* Stepney, Whitechapel, and St. George's, 1438;—gives number of cases dealt with last year, and yearly income of society, which is sufficient without help from the public; the guardians never refer cases; the cases are inquired into personally by the committee, 1440, 1441.

The position of the committee is clearly shown by extract from First Report, 1878, that the society do not help people who are without friends, and whose relations are not doing what they can to help them, 1442.

In cases suitable for charity rather than Poor Law relief there would sometimes be risk of destitution without actual destitution, 1560—Never in St. George's heard any complaints of charity being used to relieve the rates; there is one endowed charity that is educational, 1561.

Paupers' Relatives:

The guardians in St. George's always prosecute when relations legally bound to do so fail to support paupers; amount of contribution depend entirely on means of the parties, 1443–1446.

Medical Relief:

States there is a dispensary separate from the workhouse for dispensing medicine ordered by the medical officer, who does not attend so many out-door cases as formerly, 1448–1450.

Details the circumstances under which the relieving officer was once tried for manslaughter, because he refused out-door medical relief to a woman who refused to go into the infirmary, and acquitted; this resulted in the medical officers renewing the practice of "nourishment cases," 1450, 1451;—considers the woman's husband was to blame, and not the officer, who only did his duty, 1550–1558;—no medical officer can give an order for nourishment; he can only recommend; guardians used to have the out-door doctors before them, and ask them why nourishment was wanted; they would even decline to provide it if they thought the persons could provide it for themselves, 1452–1454.

Infirmary:

States there is an infirmary side by side with the workhouse, with a separate door into the street; that in London it must not be connected with the workhouse. Technically all persons coming through the infirmary pass through the rooms as in-door paupers; the poor are becoming more ready to go into it, and draw distinction between it and the workhouse; recommends that on leaving patients should pass out through the workhouse, 1455–1456—Considers his infirmary to be as good as any hospital. The first effect of reform in St. George's was better treatment of the sick paupers; they dismissed all pauper attendants; nurses are trained; two hospital medical men resident in the infirmary; intricate cases sent to the London Hospital. The Board have now, in the interests of the poor, ceased subscribing to the London Hospital; describes dealings of guardians with that hospital in regard to their taking over intricate cases, at a time when a public appeal was being made for hospital funds; income of hospital is considerably below its expenditure, 1457, 1458. 1583–1585.

Hospitals:

Mentions a meeting which took place to consider the whole question of hospitals; attended by Sir William Gull and others for the purposes of procuring a Royal Commission. Declares that the London Hospitals are demoralising the people, especially Guy's; out of every 1,000 admitted into Guy's, 600 come from within a radius of two miles. Illustrates the demoralising effect by comparing the treatment of a patient by the Guardians of St. George's and the Governors of the London Hospital, and maintains the former is practically a system of loans, 1459–1461;—recommends the adoption of a similar system in all hospitals; every man with self-respect should have the opportunity of contributing something towards his treatment; that has been established at Guy's, whose system he describes; thinks the better administration of the Poor Law in London is having moral effect on the people, and instances payments made by patients in London hospitals, which exceeds that collected on Hospital Sunday in churches; thinks that in hospitals just as in parish infirmaries, every one who can ought

Report, 1888—*continued.*

PELL, MR. ALBERT. (Analysis, &c.) (*St. George's-in-the-East, Brixworth*)—continued.

I.—*ST. GEORGE'S-IN-THE-EAST*—continued.

Hospitals—continued.

ought to be made to contribute to the expenses of treatment, 1462-1464;—makes an exception with regard to intricate surgical operations, 1465.

Casual Poor:

States the casual poor are treated in the casual ward, and detained under the Casual Poor Act; objects to the distinction between casual and ordinary poor; it should be abolished throughout the country; by the old law they were detained till nine o'clock; by his Act they can go out early in search of work, 1466-1468;—if distinction abolished casuals would all go into the workhouse, and an inquiry would ensue as to their settlement, which is not done at present owing to all the metropolis being treated as one parish for the casual poor under Hardy's Act; casual would then be sent back, and thus London would have to disgorge these casual immigrants from the country, who, it is alleged, come there in numbers during winter, 1469.

Thinks the abolition of casuals as a class would entail a more stringent mode of dealing with *in-and-outers*; there ought to be legislation on that point; suggests that a man must give some notice before he goes out; it would be no hardship on a man who goes in and out to force him to give twenty-four or forty-eight hours' notice before discharging himself, 1591-1598.

Does not think there are now many casuals without a settlement in London; the derivative settlement is almost abolished; a man who has been one year is irremovable, and three years gives a settlement, 1470;—states the effect on men passing through the country, of treating all casuals in the workhouse, would be to diminish their number; very few of such men are artizans seeking work; the great trades unions pass their men themselves to where they know they are wanted. This class is composed as a rule of professional wanderers; describes them as parasites living on the poor, 1471, 1472.

There are in the country a certain number of *bonâ-fide* wayfarers, who have to apply to the workhouse; objects to guardians being empowered to send them back to place of settlement, and wishes law of settlement abolished; recollects the master of a union being censured by the guardians for refusing to take in a tramp who presented himself with a basket of tools, which he was told to sell and procure lodging therewith, 1473-1477;—admits that such a one applying for relief ought not to be considered really destitute; qualification and claim for relief must be destitution pure and simple, 1559. 1562, 1563, 1566—Admission to workhouse is sufficient test of destitution, 1567.

Distress:

States while guardian of St. George's, there never was any exceptional distress in winter, and had never a large number of men out of work at one time; describes his experience of exceptional distress in 1866 consequent on closing of Dudgeon's ship-building yard, and how by help of charity he emigrated all the best of the destitute; 1478-1483;—many of the men were originally agriculturists; has never heard of them since they went to Canada, 1577-1581.

States the sugar-baking industry is almost entirely lost in St. George's; it was lost in about fifteen years; the only instances of sudden collapse of an industry is the cotton, and perhaps when the shipbuilding on the Thames went to the Clyde, 1486-1490.

Workhouse:

States there is accommodation in St. George's Workhouse for all able-bodied men who apply; that it has been much increased in the last two years, 1484, 1485.

There should be accommodation in every workhouse to deal with every case of exceptional distress which may reasonably be expected to occur; thinks there should be an excess of accommodation, which is generally the case in the country, and instances the union of Smailburgh, where the workhouse was built for 800 inmates, the population being 17,500; the inmates by the last return were sixty-four; district is purely rural, 1491, 1492.

II.—*BRIXWORTH:*

Lives in Brixworth Union; has been elected guardian of the poor for ten years, and has been for some years *ex-officio* guardian, 1493-1496;—advocates for London the principles of administration existing in Brixworth, 1497.

Report, 1888—continued.

PELL, MR. ALBERT. (Analysis, &c.) (*St. George's-in-the-East, Brixworth*)—continued.
II.—*BRIXWORTH*—continued.

Pauper Statistics :

The population of the union at the last census was 13,336, being a decrease of 500 from 1871. Describes change effected in Brixworth in administration of relief; that in 1870 proportion of paupers to population was one in twelve, and that of in-door to out-door one in eleven, 1498-1502—That after a committee of inquiry in 1872 the change began to take effect; the proportion of in-door to out-door paupers in January 1873 was one to fourteen, and the proportion of paupers to the population was one in thirteen, 1503-1506—On 1st July 1873 the proportion of paupers to population was one in twenty-one; since then the improvement has been progressive, 1507-1510—Gives the total pauperism of the union, in July 1887, excluding lunatics and vagrants, as 159, being one in eighty-three of the population; the proportion of in-door to out-door paupers was one-and-a-half to one. There has been no addition to the out-door relief, and the average of in-door in 1887 was not above that for the last twenty years; at present the numbers are increased by the number of children, 1511, 1512.

Cost of Paupers :

As regards cost, thinks that if the reform continues they will save in twenty years 100,000 £. in out-door relief alone; gives the cost in 1870 of ordinary out-door relief, which equals a poll tax of 9 s. 0½ d.; for the corresponding half year of 1887 the cost of the out-door relief would require a poll-tax of only 2 s. 1 d.; 1513-1516.

Administration of Relief :

Was first induced to act by being present at a board and hearing the report and application book read out; describes their method of relief then as being one of almost continuous relief without inquiry: was instrumental in getting the lists revised, and a report drawn up; this resulted in the following conditions of relief being drawn up—That no out-door relief be granted to (1) non-residents; (2) to wives deserted by their husbands; (3) wives or families of convicted prisoners; (4) single women with illegitimate children; (5) wives or families of militia-men on duty; (6) able-bodied widows with one child; (7) persons having relatives capable of maintaining them, or persons living in premises reported by the sanitary officer as unfavourable to health, 1517-1522. 1549;—states the necessity for making the condition as to single women with illegitimate children, 1518-1521.

There was considerable opposition to the new administration at first, the *ex-officio* guardians who did attend gave no assistance, but rather the reverse, 1522-1525—Does not think they have converted the majority of the guardians; have converted some, and fears the law might be badly administered, 1526.

Thinks the change has been very beneficial to the people in the union, 1546;—it was made when the people were in better circumstances as regards wages than now, 1547; poor more provident in good than bad times, and in the country law better administered, guardians being mostly farmers, 1548.

Out-door Relief :

States practically there have been no additions to present cases of out-door relief for the last two years, 1527, 1528;—took great personal interest, and visited nearly every out-door case in the union relieved under the old system, 1529-1531.

Medical Relief, Stimulants :

Medical relief has been entirely discontinued, and states that all the old medicine cases have been abolished; that stimulants only given in extreme cases; if one of the regular out-door paupers were sick he would be attended by the doctor, 1532, 1533. 1538—Grants doctor can only recommend, and not order stimulants; would personally give way if doctor stated it were absolutely necessary, and try to get patients into the house, 1534-1538.

Thinks the poor provide wine very much for themselves, and describes an arrangement Board made under which doctors exact prepayment of a fixed sum for their services; there are also medical clubs, 1539, 1540.

Benefit Clubs :

Describes how many of the useless benefit clubs have been broken up, and how the better ones have raised their payment; that the tone of the people has been much improved, 1542;—change caused great dissatisfaction at first and still does, 1543—Asserts confidently there have been very few hard cases; certain reputed ones proved not to be so, 1544, 1545.

Boarding out :

PELL, MR. ALBERT. (Analysis, &c.) (*St. George's-in-the East, Brixworth*)—continued.
II.—BRIXWORTH—continued.

Boarding-out :

Does not approve of boarding-out children in preference to workhouse schools; has visited them and not found the children so kindly looked after as far as diet and health as they would be in workhouse schools; it is another form of out-door relief; there is no boarding out at Brixworth, and does not think they have had any at St. George's, 1568-1570. 1573.

School at Plashet :

Has visited schools at Plashet; Roman Catholic children not sent there for fear of offending religious feelings, but are sent to Roman Catholic schools; though administration is strict it is not thoughtless, 1571, 1572.

Whitechapel Order :

States that the practice of taking the man into the house, and leaving his wife and children out, is allowed by the Whitechapel prohibitory order; the man is admitted into the workhouse under certain restrictions, the wife and children not being in receipt of relief; does not think that if the man were taken into the infirmary, the wife and children would receive out-door help; if they did, numbers would increase very rapidly, 1575, 1576.

Medical Students :

The question of admission of medical students to the infirmary hospitals of unions is a difficult one; think practice objectionable; the Poor Law authorities of the Local Government Board would have reasons against it, 1586, 1587.

States the effect of a lax administration of Poor Law relief is, that the people do not subscribe to clubs, or subscribe only to bad ones; that they hardly ever join provident societies; it is a great discouragement to all kinds of thrift among the people; also to true charity on the part of the better-to-do classes, 1589, 1590.

School Fees :

States the School Board exists in St. George's, but that the guardians pay no fees; they have the power to do so in certain circumstances under Act of 1876; they hardly ever have any cases at Brixworth; but the practice of the Brixworth Board is different from other boards, 1599-1602.

Suggested Alterations :

Thinks the orders of the Poor Law Board, under which relief is administered, should be altered so as to diminish the discretion of guardians in giving out-door relief; quotes the points on which he and others want a change, from the Seventh Annual Report of the Local Government Board; the Central Poor Law Conference of London also, of which he is chairman, sent a deputation to the President of the Local Government Board, stating what changes were required; they asked (1) that boards of guardians should be empowered to frame bye-laws which, when duly approved by the Local Government Board, should have the force of orders until revoked by authority; this was refused; (2) that the liability for the maintenance of a pauper be extended to grandsons; the President was in favour of this, but it has not been sanctioned by Parliament; (3) that all relief be recoverable at the discretion of the guardians within a certain limit of time after the stopping of the relief; this was refused; (4) that a money value be put upon all medical relief, so that it may be recoverable; this was partially conceded; (5) that power be given to justices, on the certificate of the medical officer, to order the removal of an applicant, having no lodging, to the workhouse of the union; they should thus have got hold of some of the worst prostitutes; this was not given; (6) that no out-door relief be given for more than thirteen weeks without a fresh application; this unnecessary; (7) that guardians be empowered to subscribe to the publication of the reports of the conferences held in the various Poor Law districts; this also unnecessary; that is done by a Bill of witness's own, 1602-1604.

Pell's Act, 1882. See also *Casual Poor Act (1882)*. Fixes period of detention of casual to two nights, *Hedley* 708—Its effect on decreasing numbers of vagrants, *Davy* 911, 912. 917-922;—empowers guardians to subscribe to the publication of Poor Law conferences, *Pell* 1604.

Pensions. Attempt made to secure pension in support of cases of desertion, *Horn* 3370—Suggestion that they should be attached in cases of inmates of workhouse, *Hardcastle* 4851, 4852. 4912-4916; *Rep.* xi.

Petre, Lord. On his estate has Roman Catholic children boarded out from St. George's, Hanover-square, *Hardcastle* 4831.
(70—IND.)

Report, 1888—continued.

Police. Censured for escorting bodies of vagrants through the streets, *Peek* 2618—They, and not Poor Law, should deal with vagrants, *Davy* 913-916. 997-1005; *Harding* 3678—Their duty to arrest mendicants, *Peek* 2639. 2655—Should deal with cases of sleeping in the streets, *Hardcastle* 4925-4927—Displace London labour by being recruited from the country, *Kitto* 3556—Should be given power, at present vested in guardians, to deal with starvation cases, *Waugh* 5901, 5902. 5905, 5906. 5960, 5961.

Poor. No prevalent opinion among that they are entitled to either relief from rates, or work, *Davy* 896-898—Self-respect among on the increase, *Jones* 1214—Are more independent when removed from centres of wealth, *Hill* 1675. 1688-1690—Better class of, get on by combination and assistance among themselves, *Jones* 1159—Existence of feeling among, that it is derogatory to receive even out-door relief, *ib.* 1160, 1161; *Mearns* 4289—This self-respect does not extend to out-door relief, *Jones* 1243, 1244.

“*Hereditary class*” of, best dealt with by charity; class not on the increase; composed of migratory classes in London, *Jones* 1214-1220—Sympathy between rich and poor advocated, *Jones* 1210; *Compton* 3865—Duty of relieving poor left to Poor Law by rich, *ib.* 3865. 3895, 3896—Many undeserving poor who object to labour, *ib.* 3918-3920;—suggestion for their employment, *Holland* 5068.

“*Deserving poor*” defined, *Horn* 3355. 3368; *Kitto* 3529-3534; *Vallance* 4463-4467;—difficulty of defining them, *Ball* 6023—Should be treated differently from ordinary paupers, *Peek* 2630—Small proportion of destitute who are really deserving, *ib.* 2724—Hardship to send them to workhouse, *Allen* 3091-3094.

Great improvement in condition of, within last twenty or thirty years, *Davies* 1300; *Hill* 1739; *Rep.* iii.;—owing partly to price of necessaries of life, *Compton* 3842, 3843.

Providence among, should be encouraged but cannot be enforced, *Compton* 3804-3811;—duty of workers among, to learn how they live, *Loch* 4143.

Deserted cases among, often made up between man and wife, *Horn* 3354.

Suggestion that their furniture should be taken care of by workhouse authorities, to prevent selling up of home on family entering workhouse, *Mearns* 4366.

Aged and infirm poor in Stepney relieved either in workhouse or by Charity Organization Society; should have at least 1 s. a day to live on, *Jones* 1100.

2 s. 6 d. out relief given in money or kind to such aged and infirm as earn 3 s. to 5 s. a week, *Hardcastle* 4789-4792; *Rep.* iv.—Absolutely destitute and earning nothing relieved in workhouse, *ib.* 4794—Aged and infirm, how treated among the Jews, *Alexander* 4959-4961—Unreliability of their information, *Bowden* 5676-5678—Gratuitous treatment of sick poor discourages them from belonging to provident medical clubs, *Hill* 1671; *Loch* 4149; *Pell* 1459-1465; *Rep.* viii.—Government inquiry into condition of, in 1887; returns of, very fallacious, *Hill* 1677 *et seq.*

POOR LAW:

Its administration greatly improved of late years, *Owen* 192; *Vallance* 4562, 4563;—might with advantage be supplemented by organised charity, *Owen* 275-277; *Lambert* 2553;—administration of, not likely to break down through want of means during pressure, *Davey* 857;—contrary opinion, *Peek* 2615, 2616. 2747;—conditions under which it might, *ib.* 857-859; *Compton* 3731. 3912;—is defective, *Compton* 3682, 3683.

Requires machinery for recording facts and intercommunication with officers of different unions; is demanded and given as a legal right, *Jones* 1139. 1220;—right of poor to come to for help in days of poverty, *Holland* 5057;—relief, if left to Poor Law, keeps rich and poor apart, *Jones* 1210;—might be abolished if rich did their duty, *Compton* 3895, 3896;—duty of, to relieve destitution only, *Jones* 1110; *Pell* 1559; *Hill* 1667; *Billing* 2402. 2435; *Peek* 2617. 2627; *Rep.* iii.—Should prevent as well as remedy destitution, *Compton* 3684; *Bowden* 5707. 5708.

Useless for sending back to the country immigrants to London, owing to their personal reluctance to go, *Kitto* 3577. 3578;—bad effects on poor of lax administration of, *Pell* 1588-1590;—uncertain administration produces mendicancy, *Peek* 2727. 2777;—however administered must to some extent discourage thrift, *Sherrard* 2922;—is fairly satisfactory in London, might be made stricter; has perhaps been badly administered, *Hill* 1781-1784;—is a failure in London, *Peek* 2616 *et seq.*; 2655 *et seq.*; 2747 *et seq.*

Should be considerate to those on border line of pauperism, *Davis* 1358;—exists exists because charity does not do its duty, *Compton* 3684;—exists to put an end to as well as to remedy poverty, *Bowden* 5706.

Want of uniformity in its administration, *Billing* 2412. 2514;—powers to enforce uniformity advocated, *ib.* 2413; *Peek* 2621-2625; *Loch* 4195-4198—Suggestion that Poor Law guardians should make bye-laws to produce uniformity, *ib.* 4198;—its administration has not increased sufferings of poor, *Compton* 3868;—has reduced pauperism but not poverty, *ib.* 3929-3935.

Report, 1888—continued.

POOR LAW—continued.

System bad, inasmuch as it does not contemplate proper relief to decent unemployed, *Kitto* 3504-3510;—is indiscriminate relief, *ib.* 3609;—its administration is punishment for crime of poverty, *ib.* 3624. 3627;—want of confidence in its administration attributed to absence of rule and system, *Vallance* 4564.

Should remove pauper children from workhouse and pauper influences, *Hall* 3944;—should not supplement wages, *Loch* 4127;—should not be used in case of adults, as reformatory system, *Loch* 4166;—gives all necessary relief in Burnley, *Horn* 3382;—unable to cope with exceptional distress in Trafalgar-square, *Kitto* 3491, 3492-3504;—helps very few immigrants to return to country, *ib.* 3578;—strict administration of has reduced pauperism in Whitechapel, *Holland* 5045-5053;—in Kensington, *Brandreth* 5586-5589;—stricter administration advocated, *Hadden* 5436.

Very few cases in which charge of cruelty could be brought against officers of, *Waugh* 5853; *Rep.* ix.—Areas of administration of should be re-adjusted, *Acworth* 5128. 5232; *Ball* 6047; *Rep.* xi.

Poor Law and Charity. See *Charity.*

Poor Law Amendment Act, 1834. Gives power to Local Government Board to change annual election of guardians to triennial, subject to ratepayers' consent, *Hedley* 729-731.—Enables blind, deaf and dumb to be maintained and educated out of rates, without entailing disabilities on parents, *Loch* 4103.—Section 58 of empowers guardians to recover money expended on medical relief, &c., given by way of loan, *Vallance* 4679.

Poor Law Amendment Act, 1867. Enables guardians to pay for any adult pauper who is blind, deaf or dumb in any hospital or institution established for such, *Loch* 4103.

Poor Law Amendment Act, 1868. Enables guardians, with consent of Poor Law Board, to deal with idiotic paupers separately; also to send any poor deaf and dumb, or blind child to any school, *Loch* 4103.—Section 37 of obliges guardians to prosecute and pay costs in cases where children insufficiently fed; little acted on because of, (1) action of guardians, (2) police, (3) public; *Waugh* 5857.—Doubts concerning should be removed by legislation, *Rep.* x.—This, practically, a dead letter, through ignorance of relieving officer, *ib.* 5869, 5870.—Illustrative case, *ib.* 5871.—Should be more strictly enforced by guardians, *Waugh* 5942, 5943; *Rep.* ix.

Poor Law Board Orders. Should be altered so as to diminish discretion of guardians in giving out-door relief, *Pell* 1603.—Directions of, as to separation of paupers, not often carried out, *Twining* 3007 *et seq.*

Poor Law Code. Publication of, as guide to guardians, suggested, *Peck* 2806.

Poor Law Conference. Views of as expressed by deputation sent to Local Government Board, *Pell* 1604.

Poor Law, Officers of. Cases of cruelty by rare, *Waugh* 5853; *Rep.* ix.;—case of neglect against, *ib.* 5854;—connive at starvation cases, *ib.* 5860.

Poor Law Relief. See *Relief.* Is indiscriminate, and therefore bad, *Kitto* 3609.—Highest form of is when administered through private individuals, *Compton* 3893-3894.

Poor Law Schools. See also *Workhouse Schools.* Education in unsatisfactory, *Hadden* 5367-5369;—should be placed under Education Department, *ib.* 5368;—restriction of education in objected to, *ib.* 5396-5399;—suggested alteration in Order relating to Parliamentary Grant to teachers of, *ib.* 5400-5404.—Medically speaking, are more satisfactory in proportion as they are smaller, *Bridges* 5490-5493;—should be limited to 400; *ib.* 5494, 5495;—advantages of small ones, *ib.* 5498. 5516-5518.

Poor-rate. Value of property liable to in Metropolis, *Owen* 14;—two-thirds only of amount raised expended on relief of poor; one-third goes to pay county rate, &c., *Owen* 218.

Poor Rates Assessment Act. Its effect on preventing reality of citizenship, *Loch* 4107.

Poplar. Disposition in to accept St. George's-in-the-East system, *Crowder* 1935;—proportion of out-door relief in, *Billing* 2514, 2516; *Loch* 4270-4272;—complaint of guardians of against Whitechapel with regard to out-door relief, *Loch* 4270-4272;—guardians of as farmers of able-bodied poor of adjacent parishes, *Kitto* 3591, 3592;—their action 20 years ago with regard to emigration, *ib.* 3636.

Population. Increases more rapidly in towns than country, *Henky* 562;—inevitable that rural population should migrate to towns; more have done so in last 20 years than in the 20 years previous, *ib.* 569, 570.

Report, 1888—continued.

Poverty. Inquiry into amount of apart from pauperism in Manchester, *Henley* 513';—great increase of since 1885; as many as destitute who do not apply for relief as there are who do, *ib.* 513, 542;—existence of necessitates action, *Compton* 3923-3925;—in St. George's, Hanover-square, is stationary, *Hardcastle* 4788;—existence of attributed to improvidence, *Sherrard* 2845; *Hardcastle* 4875;—extent of not to be measured by official pauper returns, *Holland* 5027, 5028, 5041, 5046; *Rep.* iii.

"*Poverty and the State.*" Pamphlet written by Mr. Mills on utilising unemployed and workhouse labour profitably, *Mills* 2210.

Preusser, Miss. Inspects and reports to Local Government Board on children boarded out in Westmoreland and Cumberland, *Hedley* 714.

Prevention of Cruelty to Children, Society for. Three cases of prosecution by, of parents for starvving their children, *Waugh* 5871. 5882-5884;—interfered in two cases of scalding of children, one in Manchester, other in Scarborough, *ib.* 5897-5900;—branch societies in both places, *ib.* 5904;—statistics of cases dealt with, *ib.* 5892;—has paid 38*l.* to get a conviction in cruelty cases, *ib.* 5905;—Local Government Board co-operate with this society, *ib.* 5913;—Poor Law authorities also, *ib.* 5945; ought to co-operate in all cases of abandonment, 5889;—contact of society with workhouses very slight; chiefly confined to cases of children in custody of workhouse pending trials, *ib.* 5954;—action of society in procuring retention in workhouse of two cripples who had been there seven or eight years and were claimed by their worthless parents, *ib.* 5885-5887.

Princess Royal Boy Foresters' Lodge. System of advocated for encouragement of thrift among the poor, *Loch* 4202.

Prison. Workhouse no better than, *Kitto* 3510;—preferred to workhouse, *Horsley* 5738;—characteristics of workhouse training evident in female prisoners, *ib.* 5738. 5740.

Prohibitory Order. Prohibits out-door relief except in certain emergencies; is in force in the country with excellent results, and its extension to London advocated, *Loch* 4275-4280; *Vallance* 4490; *Hardcastle* 4884;—should not be extended to London, *Hardcastle* 4887;—prevails in West Ham and Croydon but no longer desirable, *Hedley* 622-624, 819-821;—also in Whitechapel and St. George's-in-the-East, *Loch* 4277; *Vallance* 4448, 4449;—docs not establish labour yards; where it is in force out-door labour test in certain cases instituted, *Hedley* 821, 822;—its general application deprecated, *ib.* 821, 822. 823-825;—prohibits out-relief to a mother with bastard children, *Davy* 871;—does not work so well as Regulation Order, *ib.* 871-873;—is not applicable in cases of sickness, *Vallance* 4472;—is sufficient in ordinary circumstances to meet all cases of unemployed applicants for relief, *ib.* 4583.

Public Gardens Association. Its connection with Mansion House Relief Fund, *Billing* 2405;—work found by for selected casuals from St. Giles' Union, *Valpy* 4714.

R.

Rabbi, Deputy Chief. Issued circular letters warning people not to come to London *Billing* 2450.

Ragged Schools. George-yard Ragged Schools, situate in Whitechapel Union, *Holland* 5014 *et seq.*, 5120;—45,000 children passed through in thirty-five years, *ib.* 5034;—insufficiency of food chief difficulty to contend with, *ib.* 5035;—unless children gratuitously fed they would perish, *ib.* 5036;—in 1862 through want of food 70 children ill with fever, *ib.* 5037;—over 1,000 children in now, *ib.* 5119.

Railway Porters. In London are recruited from the country; displace London labour, *Kitto* 3556.

Ratepayers. Out-door relief preferred by some to indoor; considered cheaper, *Owen* 190, 195, 196;—association of; its action in regard to election of guardians in Wandsworth, *Acworth* 5219.

Reformatory Schools. Confined to children convicted of an offence, *Vallance* 4608;—suggestion that law relating to, should apply also to boarding-out homes, *Holland* 5070-5073.

Refuges. Are comparatively few in London, and are placed mostly in the centre; should be used for exceptional cases and their accommodation improved; cases should be drafted into them from the casual wards, *Loch* 4157;—a greater co-operation between the Poor Law guardians and managers of advocated; also a conference on the

Report, 1888—continued.

Refuges—continued.

the subject, *Loch* 4159-4162; *Vallance* 4533;—suggestion for employment of inmates of, *Loch* 4183-4185;—their establishment as amateur casual wards would not attract people to London, *Kitto* 3615;—enough already established, *ib.* 3618, 3619;—approved for casuals, provided they are carefully worked, *Mearns* 4327-4329; *Acworth* 5187-5189;—Whitechapel Refuge demoralising, *Vallance* 4550-4552;—as at present constituted, objected to, *Valpy* 4723; *Acworth* 5183-5185.

Regulation Order. See *Out-door Regulation Order.*

Relatives. See also *Paupers, Relatives of.*

Pressure brought to bear on paupers' relatives cause of diminution of out-door relief in Marylebone, *Davies* 1268-1270;—children help their parents, so as to prevent them having recourse to indoor, but not to out-door relief, *ib.* 1271;—such relief is not degrading to recipients, *Compton* 3890, 3892;—difficulty in forcing them to help, *Harding* 3665;—no use in prosecuting them, *ib.* 3666;—offer of workhouse often makes them help, *ib.* 3667;—help from enforced in Kensington, *Brandreth* 5551-5556.

RELIEF :

No limit to amount guardians have power to ask for, *Owen* 16;—average cost per head of, *ib.* 198;—regulations for administering relief should depend for their strictness on circumstances of population and customs, *Henley* 453;—system of in New York; not advocated for England, *Henley* 517-522.

Destitution only safe motive for giving poor law relief, *Davy* 845;—is always degrading, *Crowder* 1865, 1868; *Twining* 3030;—contrary opinion, *Peek* 2697;—respectable poor see no difference in receiving relief from rates or charity, *Twining* 3026;—both equally degrading, *Compton* 3884, 3887-3892.

Proper administration of depends more on guardians than orders, *ib.* 873;—conditions of often too hard, *Peek* 2618, 2659;—should be made hard, *ib.* 2774.

Investigation as to character and antecedents of applicants for necessary, *Bowden* 5686-5689, 5698-5703;—uniformity in rate of advocated, *Billing* 2412-2417; *Peek* 2621, 2681, 2745;—necessity for uniformity exemplified by relief given in labour-yards of Battersea and Rotherhithe, *Acworth* 5210, 5250-5255.

A perfect system of depends on co-operation with charity, *Jones* 1245-1247;—should be administered through private people rather than through officials, *Kitto* 3580, 3581; *Compton* 3893, 3894.

Relief in money preferred to relief in kind; amount should not be less than 2 s. 6 d.; small doles objected to, *Davies* 1375-1380; *Jones* 3431, 3432;—relief in kind so administered that recipient can get articles and sick comforts cheap approved, *Davies* 1380-1384;—relief in kind approved, *Jones* 3465-3467;—cases of inadequate and unequal relief in Marylebone, *Loch* 4125;—in Southwark, *ib.* 4131;—where offered and refused no responsibility on community, *ib.* 4262;—if made too easy to obtain in winter might injuriously affect summer wages, *Kitto* 3541.

Given by way of loan in certain cases, *Vallance* 4675-4679.

Expediency of discouraging people from applying to parish for, doubted, *Holland* 5057;—suggestion as to its administration in Battersea; that investigation should be handed over to committees, parish being divided into wards for purpose, *Acworth* 5214-5216, 5232-5234;—three committees at present deal with 200 cases, *ib.* 5218;—evil could not be met by increasing number of guardians, *ib.* 5230-5232;—parochial relief defined, *Loch* 4125.

I. RELIEF, INDOOR. (See also *Workhouse.*)

Acts as a deterrent, *Owen* 266-268;—is really cheaper than outdoor, *Crowder* 1894; enormous cost of, *Sherrard* 2811; is preferable to out-door, *Owen* 291; *Sherrard* 2808, 2809;—objected to for able-bodied, *Mills* 2214;—results in waste of valuable labour, *ib.* 2178;—should be gradually abolished, *ib.* 2327;—numbers in receipt of in Birmingham, *Henley* 361;—in Paddington, *Sherrard* 2813 *et seq.*;—starvation not preferred to it, *Owen* 273.

Increase of in metropolis due to increase of population, *Hedley* 666, 667;—to excellence of accommodation, *e.g.*, infirmaries and schools, *ib.* 669;—is always offered to applicants for relief in City, *Hadden* 5345;—refused by the disreputable, *Ball* 5992, 5993.

II. RELIEF, MEDICAL :

Administration of medical attendance on outdoor poor much improved; dispensaries established in every union at expense of guardians, where medical officer attends every day; cost of medicines, &c. borne partly by Parliamentary Grant, *Owen* 292-295;—Medical extras given if sanctioned by dispensary; no abuse of this in London, *Owen* 297-298;—tends to demoralise the people; those, with self-respect in other matters, think nothing of getting medical relief out of the rates; thus first step downwards taken, *Billing* 2477;—is frequently introduction to pauperism, *Vallance* 4618.

II. RELIEF, MEDICAL—continued.

Manner of giving it in St. George's-in-the-East, *Bell* 1448-1453;—in Brixworth, *ib.* 1532 1538;—freely given in Greenwich with no bad effects, *Lambert* 2578, 2579.

Statistics of, in Whitechapel, *Billing* 2487, 2488; *Vallance* 4701;—is given at once on application and on loan, *ib.* 4617, 4618. 4665. 4670-4676;—in form of stimulants given up in St. George's, Hanover-square, *Hardcastle* 4931;—by Jewish Board of Guardians given in full, *Alexander* 4969;—laxly given in Kensington, *Brandreth* 5614-5616.

Amendment in system of, advocated, *Billing* 2492-2496;—loan system advocated, *Vallance* 4660-4664;—system open to abuse, *ib.* 4665-4669.

Medical clubs, as existing in country, not known in London; dispensaries instead, *Owen* 303-305.

III. RELIEF, OUT-DOOR:

Not given so lavishly now as formerly, *Owen* 32. 171; *Holland* 5044. 5048, 5049. 5053 —In rural unions governed by Order of 1844, which differs from that regulating relief in metropolis, by forcing pauper into the workhouse. *Owen* 108, 109; *Henley* 314;—exceptions in case of emergency, *Owen* 110, 111—Might be reduced in provinces; has been in London, where it has reduced pauperism, *Owen* 131, 132; *Davy* 965; *Compton* 3853; *Mearns* 4288. 4423; *Rep.* iii.;—reduction due to Common Fund, *Hedley* 811;—the receiving of it considered no disgrace, *Owen* 170; *Jones* 1243, 1244; *Davies* 1295, 1296; *Hill* 1697; *Acworth* 5261;—contrary opinion, *Mearns* 4289;—the withholding of it forces pauper's relatives to assist, *Owen* 170-1;—and reduces rates, *ib.* 266;—laxity in its administration a curse to the poor, *Owen* 189; *Turner* 1610; *Davies* 1357; discourages thrift, *Alexander* 4994; *Rep.* iv.;—its refusal advantageous to poor, *Davies* 1358.

Often given to supplement wage or other means of livelihood, *Owen* 191; *Sherrard* 2879; *Horn* 3312-3318;—if more generally given cost of pauper maintenance would be much greater, *Owen* 202, 203;—pauperism would increase, *Lambert* 2556;—but not always, *ib.* 2604-2607;—is dearer than indoor and more pauperising, *Crowder* 1890. 1894; *Ball* 5995.

Difficulties and evils of system of payment half in kind, of out-door pauper labour, *Davy* 888-890;—in kind objected to, *ib.* 890-895; *Acworth* 5316-5318;—whether given in money or kind, must depend on trustworthiness of recipient, *Hardcastle* 4882, 4883;—might be reduced by guardians supplying food at a fixed price, *Davy* 895.

Preferred by poor to charity, *Davies* 1340-1343. 1345, 1346;—looked upon by them as a right, *Horn* 3361;—cases for should in most cases be relieved by charity, *Owen* 275 *et seq.*;—has baneful effect on charity, *Hedley* 672;—abolition would increase charity, *Davies* 1279. 1283. 1297-1300;—could be abolished without help of charity, *Crowder* 1847;—effect of its abolition on charity in Tower Hamlets, *Lambert* 2551.

No hardship to individual to refuse out-door relief, arrangements of workhouse so good, *Owen* 285, 286;—abolition of would not break down Poor Law system, *Crowder* 1854;—gradual abolition advocated, *Hedley* 672. 786; *Jones* 1245-1247; *Lambert* 2585-2589. 2595; *Loch* 4219, 4220; *Acworth* 5142;—at present impracticable, *Lambert* 2596, 2597.

General system of objected to, *Billing* 2403;—on a large scale objected to, *Mearns* 4426-4428—Permanent out-relief objected to, *Hardcastle* 4881—Character of population should be considered in restricting it, *Horn* 3302. 3360; *Compton* 3921, 3922;—abolition of objected to, *Jones* 3469-3471;—if continued, system of inquiries advocated, *Jones* 1249. 1251;—should be used as little as possible, *Peck* 2647.

Question whether its restriction drives away paupers, *Compton* 3775-3778;—is mischievous in large towns, *Mills* 2175, 2176;—its restriction to minimum of Whitechapel and St. George's-in-the-East advocated, *Acworth* 5175, 5176;—this would necessitate workhouse classification, *Mearns* 4343.

If carefully administered is beneficial and economical, *Sherrard* 2810, 2811. 2899; *Mearns* 4439, 4440—Is good so far as recipient works for it, *Mills* 2216, 2217—Preferred to indoor for respectable poor, *Harding* 3644-3646; *Holland* 5058-5062.

Advocated, *Twining* 3022; *Kitto* 3575; *Compton* 3686-3692. 3771.

Does not stimulate early marriages, *Billing* 2500;—extension of, would not discourage thrift, *Compton* 2824;—does not in Burnley, *Horn* 3361. 3372-3374;—extensive use of, advocated for Burnley Union, *Horn* 3302. 3358 *et seq.*

Fixed rules for, advocated in London, *Davies* 1278; *Twining* 3025; *Compton* 3774;—discrimination in its application demanded, *Jones* 3463; *Kitto* 3575; *Holland* 5033; *Rep.* iv.

III. RELIEF, OUT-DOOR—continued.

No general discontent among poor consequent on discontinuance of, *Hedley* 827. 832.

Is always inadequate, *Turner* 2111;—dole giving objected to, *Mills* 2211-2213;—adequate relief explained, *Lambert* 2591;—should be given to destitute only, then adequately, *Hedley* 672; *Billing* 2436; *Lambert* 2535-2538. 2580 *et seq.*; *Kitto* 3575; *Compton* 3771. 3774;—especially when labour yard closed, *Lambert* 2545, 2546;—is liable to produce imposture unless carefully supervised, *Mearns* 4429-4431; *Ball* 4026.

Is diminished by co-operation with Charity Organisation Society, *Loch* 4080. 4094, 4095;—should be given where no such co-operation exists, *Vallance* 4489. 4583, *Rep.* iv;—Woman unable to work, but receiving sufficient from relations to pay rent, should not be given out-door relief; this a proper subject for charity, *Loch* 4128, 4129. 4217, 4218.

In metropolitan district never given for more than three months at a time; no periodical revision of the lists till end of term of relief, this preferable to general revision every three months, *Hedley* 814-818;—is administered there under Out-relief Regulation Order, *ib.* 622;—dealt with by relief committees; each case decided on its merits, according to report of relieving officer; an appeal exists to whole Board; relief given under conditions prescribed by Local Government Board, *ib.* 630-633;—some committees permanent, others appointed weekly, *ib.* 634.

Is given largely in City of London Union, *Hadden* 5430-5432; *Rep.* iv.—How administered by Manchester guardians, *Henley* 495, 496; *App.* 669;—in Hackney, *Turner* 2110 *et seq.*;—in Paddington, *Sherrard* 2811 *et seq.*;—is carefully administered there, and is not on the increase, *ib.* 2898. 2900 *et seq.*;—is really reward for good conduct, *Sherrard* 2909;—examples, *ib.* 2910;—this also the case in St. George's, Hanover-square, *Hardcastle* 4777. 4792.

Discontinued in St. George's-in-the-East, *Pell* 1391 *et seq.*; *Turner* 1608; *Sherrard* 2893;—in Whitechapel and Stepney, *Hedley* 665; *Sherrard* 2893.—In Stepney given to widows, *Jones* 1074, 1075;—has not been given to aged and infirm since 1877, *ib.* 1100. 1101;—system of giving it prevents mixture of good and bad paupers in a workhouse, *ib.* 1147;—given to families of inmates of workhouse if destitute, and charity unavailable, *ib.* 1094-1098.—Discontinued in Brixworth, *Pell* 1500 *et seq.*—Extinction of aimed at in St. Pancras, *Allen* 3084;—much diminished there, *ib.* 3111 *et seq.*

Rules in force at Birmingham for administration of out-door relief, *Henley* 321;—their objects (*a*) prevention of fraud; (*b*) granting of relief to the deserving, *ib.* 326;—their effects, *ib.* 326-328, 330-332;—dependent for success on guardians supervision, 386, 387;—women with illegitimate children may receive out-door relief; cannot in rural districts; *ib.* 334;—false information on part of applicant punished with imprisonment; where information withheld workhouse offered, *ib.* 335;—given in certain cases for a week, *ib.* 385;—cannot be more restricted than at present, *ib.* 390, 391, 454;—responsibility of giving it to undeserving rests with officers, *ib.* 380.

Attempted abolition of in Marylebone, *Davies* 1274;—is given there to respectable poor who are aged and infirm, and have no relations, *ib.* 1277;—majority of guardians of Wandsworth Union favour it; amount given seldom exceeds 2s., *Acworth* 5239-5243. 5247-5249;—does not increase pauperism of union, *ib.* 5244-5246;—does not tend to lower wages, *Ball* 5987;—nominal standard of in Wandsworth Union 1s. and a loaf of bread per child, *ib.* 5263.

Instance of relief given to women belonging to another union, supplemental to that given by her own, *Horn* 3327;—system by which one union can fix its paupers on another objected to, *ib.* 3328-3333.

Recipient must not be on strike, or one who has refused work for fair wage, *Horn* 3647;—list of those worthy to receive it, *ib.* 3664;—should be given to those partially helped by their relatives, *ib.* 3668;—its abolition in Lambeth would result in petty larceny, *ib.* 3672-3675;—should not be given to the improvident, *ib.* 3677;—should be given to old couples over sixty to prevent their being separated in workhouse, *Mearns* 4338;—should not be given to single men, *Brandreth* 5573;—its lavish distribution might be checked by making of bye-laws by guardians, *Vallance* 4557, 4560;—also by action of Local Government Board in issuing a minute, *ib.* 4558-4561;—should be made the exception, not the rule, *ib.* 4561.

Relief Works. In connection with unemployed should be used with great care, *Billing* 2511-2513;—approved of, to meet exceptional distress, *Compton* 3728; *Loch* 4174; *Rep.* vi.;—should not be confined to London, nor be permanent, *ib.* 3729, 3730;—should be established in different centres of distress, *Compton* 3861-3863;—wages in, should be same as in open market, *ib.* 3794-3796;—should be reserved for deserving, *ib.* 3797-3800; *Acworth* 5164;—should save even an improvident man going to workhouse, *Compton* 3798-3802, 3807, 3808;—in Chelsea did not employ agricultural labourers,

Report, 1888—continued.

Relief Works—continued.

labourers, *Compton* 3849-3852;—objected to, *Mearns* 4349, 4350; *Vallance* 4656;—their inexpediency proved, *Loch* 4174;—tend to lower summer wage, *Acworth* 5170; *Rep.* vi.;—danger of their being regarded by poor as regular winter work, *ib.* 4176-4180; *Acworth* 5161; *Rep.* vi.;—attract poor from country to London, *Vallance* 4491, 4492, 4547, 4548; *Rep.* vi.

Casuals from St. Giles sent to work at; their work periodically reported on, *Valpy* 4709. 4714.

Special relief works for unemployed in Wandsworth described, *Acworth* 5151-5160. 5205-5209; *App.* 694-696;—experiment prejudicial, *Acworth* 5163;—class of men thus relieved, *ib.* 5165, 5166; *App.* 695;—effect of on rate of wages, and labour market, *ib.* 5155-5159—Their establishment will always result in small financial loss; this should be made up to unions by charity, such as the Mansion House Fund, *App.* 696;—preferred to stone-yards, *Ball* 6038.

Relieving Officer. Appointed in Birmingham to supervise all districts, and employed a cross visitor, *Henley* 323-325;—his report of 1885, showing effect of new out-door relief regulations, *ib.* 326-328, 330-332; his duty with regard to applicants for relief, *Henley* 418;—instance of two or three having to investigate 25,000 cases, *Davy* 859;—only those of strong character ought to investigate, *ib.* 860, 861;—no part of his duty to find out destitution, but takes cognisance of all applications, *Hedley* 678, 679. 751-753;—abolition of for out-door cases advocated, *Jones* 1210.

Instances where they have purposely ignored cases of starvation, *Waugh* 5858;—ignorance of concerning law as to starvation, *ib.* 5870-5877;—has no power to enter house where no relief given, *ib.* 5874;—should have same powers as industrial school officer in certain cases, *ib.* 5940;—also to send children found wandering to schools or homes under guardians, *ib.* 5962, 5963;—rarely refuses applicant medical relief, *Vallance* 4665, 4668;—should visit, at uncertain times, homes of those receiving out-relief, and report results, *Hardcastle* 4777;—necessity for strict inquiries by into cases of out-relief, *Allen* 3115-3123;—are apt to become slack if not carefully supervised, *ib.*

Religion. Bad effect of association of with relief, *Crowder* 1876.

Reports. First report of superintendent relieving officer in Birmingham, 26th January 1885, *Henley* 326—Local Government Report of 1886 not deemed satisfactory, *Hall* 4042—Report of the Royal Commission on Friendly Societies draws attention to the absence of reality of citizenship, *Loch* 4107,—to the fact of there being less thrift south than north of the Trent, *ib.* 4172.

Roman Catholics. Pauper children removed from cottage homes near Birmingham to separate orphanages, *Henley* 402. 427;—guardians contribute to their cost, *ib.* 428, 429;—are supervised by Local Government Board, *ib.* 430, 431;—are under voluntary system and managed by sisters of mercy and industrial trainers, *ib.* 433;—many such institutions for all denominations, and inspected by Local Government Board, *ib.* 431. 450-452;—emigrate big boys to Canada, *Hedley* 696. 767—In St. George's-in-the-East children of are sent to special schools, *Pell* 1571; *Crowder* 1960.

Ritchie, Mr. Issued letter advising the extension of out-door relief last winter, *Compton* 3690. 3766-3768.

Rotherhithe. Rate of out-door relief given in, *Peck* 2623. 2661. 2751. 2802.

Royal Free Hospital. Unsatisfactory result of inquiry concerning cases at by Charity Organisation Society, *Loch* 4146.

Royal Patriotic School. Account of, *Owen*, 50.

Rye, Miss. Has management of children emigrated to Canada, *Hedley* 767;—takes care of emigrated children on terms agreed on with guardians in Whitechapel, *Billing* 2442.

S.

St. George's, Hanover-square. (See also *Hardcastle's Evidence.*) Rules affecting administration of out-door relief in; have decreased considerably the amount expended and numbers relieved, *Hardcastle* 4777-4784;—population of 149,748, and stationary, *ib.* 4778-4780;—statistics of pauper relief in, for last six months of 1887; produces the total of 19.1 per 1,000 of population compared with 24.2 for whole of London, *ib.* 478;—number of in-door poor has increased, *ib.* 4785. 4852;—poverty in is stationary, *ib.* 4788;—is the second largest ratepaying union, *ib.* 4801.

193 children

Report, 1888—continued.

St. George's, Hanover-square—continued.

193 children sent to Ashford district school; 86 are boarded out; 26, 11, and 9 respectively sent to the three Roman Catholic schools; 22 to the "Exmouth" training ship, *ib.* 4829-4831. 4866;—guardians of favour, and are satisfied with, boarding-out system, *ib.* 4903;—cost of children per head in district school is 30 *l.*; *ib.* 4919;—a few sent to certified schools, *ib.* 4832.

Out-door relief in restricted on principle, *ib.* 4800-4802—Whitechapel system of copied, *ib.* 4853;—labour-yard in, 4803-4814; *App.* 692, 693.

Casual ward exists in, on cellular system, *ib.* 4815-4818;—contains very few deserving cases, about one in 100, *ib.* 4820;—statistics of inmates of, for week ending 9th June 1888, *ib.* 4825—No unusual number of agricultural labourers in, *ib.* 4828;—emigration from seldom resorted to, *ib.* 4878. 4879, 4888-4892.

Separate infirmary and dispensary in, *ib.* 4841-4843;—medical relief in, *ib.* 4844-4846;—very little spent in stimulants, *ib.* 4846. 4931;—co-operation with charity in, *ib.* 4849, 4850;—able-bodied poor in, set to variety of labour in special workhouse, 4853-4856.

ST. GEORGE'S-IN-THE-EAST. (*See also Evidences of Pell, Turner, and Crowder.*)

Out-door relief in almost entirely discontinued, *Owen* 142; *Hedley* 665; *Pell* 1401-1403. 1526; *Turner* 1608; *Ball* 5981; *Compton* 3775.

Population of very poor, *Pell* 1391-1395; *Crowder* 1830;—a large proportion of on the verge of pauperism, *Turner* 1607;—is stationary, *ib.* 1615;—are intermittently employed, *Crowder* 1824;—rateable value of property in, *Vallance* 4704.

Reform of administration in, commenced about 1875, *Pell* 1389-1395;—and accepted by people, *ib.* 1396; *Turner* 1644; *Crowder* 1833;—seems to have caused no hardship, *Turner* 1811; *Crowder* 1849.

Election of guardians in, in 1879, *Pell* 1399;—ratio of out-door pauperism in, is 5 per 1,000 of the population, *Lambert* 2605—On 1st July 1887 and 1st January 1880, ratio per 1,000 of paupers relieved was 33·9, compared with 24·2 for the whole of London, *Vallance* 4704;—discontinuance of out-door relief prevented sweating, *Pell* 1419.

Sick people and those who have had accidents removed to infirmary, except where absolutely impossible, *Pell* 1404-1411.

Widows with children are supposed to keep two children; any over the number sent to the schools, *Pell* 1412-1418; *Crowder* 1845-1846.

Great assistance given to St. George's system by charitable organisations, *Pell* 1425-1432; *Turner* 1611; *Crowder* 1790-1794;—not by religious bodies, *Jay* 2133;—system has stimulated private charity, *Turner* 1658;—could be maintained without it, *Jay* 2135;—help given by Tower Hamlets Pension Committee, *Pell* 1438; *Crowder* 1897;—guardians always make relations contribute to paupers' support, if possible, *Pell* 1443-1446;—good dispensary in, not under workhouse roof, *Pell* 1448;—medical orders never reviewed by board of guardians, *Crowder* 1912;—trial of relieving officer in, for manslaughter, *Pell* 1450, 1550-1558; *Turner* 1612-1613.

Good workhouse infirmary in, *Pell* 1457; *Crowder* 1912—casual poor taken into casual ward and detained, *Pell* 1466;—successful attempt made at selection of deserving casuals in, *Kitto* 3526.

No exceptional distress in, since 1875, *Pell* 1498;—no extraordinary number of unemployed since 1879, *Crowder* 1812;—distress in, owing to shipbuilding collapse in 1866, *Pell* 1479-1483;—by failure of sugar industry, and bad times at the London Docks, *Pell* 1486-1490; *Turner* 1614; by early marriages, *Turner* 1617.

About 30 per cent. of Christian population applied for help to Mansion House Fund; no exceptional distress existed in that year, *Turner* 1625; *Crowder* 1824;—destitution not so great in 1887-1888 as in previous years, *Turner* 1640; *Crowder* 1823.

No boarding-out in union, *Pell* 1568; *Turner* 1639; *Crowder* 1960—Guardians pay no school fees, *Pell* 1599; *Jay* 2161.

Relieving officer refers suitable cases to Charity Organisation Society, *Turner* 1643; *Loch* 4094—Population of parish not fit for emigrating, *Turner* 1649—Charities in parish largely supported from outside, *Turner* 1656; *Crowder* 1899; *Jay* 2132—No labour yard in, *Crowder* 1788—Relief of family when man in workhouse, how regulated, *Crowder* 1795 *et seq.*—Great objection to workhouse, *ib.* 1803;—admission to workhouse refused to persons apparently destitute but having tools in their possession, *Pell* 1477. 1562, 1563. 1566.

ST. GEORGE'S-IN-THE-EAST—continued.

Provident unemployed dealt with by private charity; improvident by modified work-house test, *Crowder* 1819—No exceptional complaint as to women being unemployed, *Pell* 1418; *Crowder* 1828;—are very badly paid, *Crowder* 1829—When out-door relief was abolished, charity did not step in for six months, *ib.* 1847—Great laxity under old system of out-door relief, 1853—Complete charitable organisation in, *ib.* 1858–1860—Private charity would get a pension for a deserving man in who was disabled by accident, *ib.* 1862–1864—Slight trouble by not abolishing all kinds of out-door relief at once in, *ib.* 1875.

Strain on private charity not very great, much less distributed than used to be given in out-door relief, *Crowder* 1897–1899—Amount given in by Charity Organisation Society and in out-door relief in 1871 and 1875, *ib.*—Hardly any provident clubs in, partly owing to London Hospital, *ib.* 1907.

St. George's system can easily be applied to London and other populous places, *Crowder* 1879–1880;—advocated, *Rep.* iv.;—should be introduced gradually, *Jay* 2125.

St. Giles. (*Valpy.*) Casual ward in, is on the separate cell system, containing fifty-two cells for males, and twenty-four for females; up to time of the Trafalgar-square riots, was seldom full, *Valpy* 4710.

History of 98 cases selected from casual ward of, and referred to charity organisation for treatment, *Kitto* 3526; *Valpy* 4707–4710. 4712–4717;—47 cases selected for help from workhouse, of which four only helped with good results, *Valpy* 4721—Good effect in, of co-operation between charity and Poor Law in case of blind woman, *ib.* 4741;—a few genuine cases of temporary unemployed working men relieved by Mansion House Fund in, *Valpy* 4744.

Saint James's. Investigation of casuals in district of, by Miss Tillard, *Valpy* 4718.

Saint Martin's-in-the-Fields. Action of the vestry in, with regard to employing unemployed in paving certain streets, *Kitto* 3561.

St. Pancras. (*See also Allen's Evidence.*)

Object of guardians is to get rid of out-door relief, *Allen* 3084—Out-door relief given under conditions to persons over sixty, *ib.*—Labour yard offered to able-bodied men, *ib.*—Children of widows taken to schools, *ib.* 3172—Scale of relief at labour yard in, *ib.* 3088—Labour yard for two or three weeks found sufficient test in, *ib.* 3091—Instances of men thrown out of work from no fault of their own, *ib.* 3094–3096—Could not do without labour yard in, as a temporary expedient, *ib.* 3097;—has so far worked well, *ib.* 3102—Average number of men in, 3105—No charitable organisations working with guardians in, *ib.* 3109;—contrary opinion, *Loch* 4079—Administration in, stricter of late years, with beneficial results, *ib.* 3110, 3111—Figures, showing diminution of out-door relief; reduction effected without any hardship, *ib.* 3112. 3174—Continuation of system will gradually extinguish out-door relief altogether, *ib.* 3113, 3114; *Compton* 3922—Strict inquiries by a committee and relieving officers as to cases of out-door relief, *Allen* 3115, 3116.

Casual ward in, description of, *ib.* 3130—Charity organisation not popular with some guardians in, *ib.* 3153—Sick and infirm paupers how dealt with in, *ib.* 3167, 3168—Ratio of pauperism per thousand is 21.6, being less than in Islington, where outdoor relief is not restricted, *Compton* 3922;—case where guardians of were accused of gross mismanagement with regard to condition of some of their boarded-out children, *Acworth* 5299, 5300;—abandoned boarding-out without order, *Hall* 4004;—action of Local Government Board in preventing illegitimate children being boarded out to board of guardians of, *Hall* 4022.

Saint Saviour's. Out of 500 applicants for relief in, only 42 belonged to benefit clubs; 34 were insured and seven belonged to trades societies, *Loch* 4171.

Sanitary Acts. Power of making bye-laws under, advocated for board of guardians, *Davy* 869.

Scarborough. Case of scalding in workhouse at, *Waugh* 5898–5900.

School Board. Visitors of, best authorities on existing poverty, *Compton* 3732. 3901, 3902;—should be invited to give regular information on existing poverty, *ib.* 3903;—report that many children go to school without breakfast, *ib.* 3915, 3916;—their condition indicate existing destitution, *Mearns* 4290–4297;—measures adopted for mitigating their distress, *ib.* 4298, 4299;—system of food charity has revived in connection with; some of the meals thus given are given on the part-payment principle, *Loch* 4167, 4168;—co-operate with Charity Organisation Society in Battersea, *Valpy* 4742.

School

Report, 1888—continued.

School Fees. Paid by guardians during strike, *Davy* 856;—practice objected to, *Crowder* 1943;—are not paid by Brixworth guardians, *Pell* 1599;—for boarded-out children are paid by unions to which they are chargeable, *Mason* 2067;—are largely remitted by School Board of St. George's-in-the-East, *Jay* 2161.

Schools, Inspector of. Reports on the apathy and want of intelligence, &c. of children in workhouse schools, *Hall* 3985.

Scotland. System of boarding has been existing in for the last forty years; illegitimate children taken out of the custody of their parents, and boarded out at expense of rates, *Hall* 3989;—for the last thirty years, *Horsley* 5749;—adopted there because it was cheap, *ib.* 5755.

Senior, Mrs. Nassau. Her duties confined to visiting and reporting on the different workhouse schools, *Owen* 213;—visited and reported on district Poor Law schools, *Hedley* 720, 721;—her work as school inspector, *Twining* 3067 *et seq.*

Servants. Scarcity of in London obviates necessity of emigrating children as such to Canada, *Hedley* 771;—at hotels and clubs are recruited from the country, and so displace London labour, *Kitto* 3556;—disastrous effects of district school training on, *Charles* 5833;—mistresses find difficulty in keeping those from district schools, *Sherrard* 2828;—this statement disputed, *Hardcastle* 4860.

Settlement, Law of. Should be abolished as regards metropolis only, *Jones* 1135-1137; *Pell* 1473 *et seq.*;—paupers transferred under, *Jones* 1230, 1231;—judicious application of advocated, *ib.* 1238, 1239;—difficulty of proving the three years prescribed by in case of paupers, *Vallance* 4539.

Shoreditch. District school on cottage principle introduced as improvement on workhouse school, *Horsley* 5796.

SHERARD, Mr. J. C. (Analysis of his Evidence):

Is guardian for Paddington Union; has thirty years' personal experience of Poor Law relief and the condition of the poor; was 12 years superintendent of Lamb and Flag Ragged School in Clerkenwell, and five years chairman of Surrey Girls' Reformatory, 2807-2809.

Relief Statistics:

States out-door relief indiscriminately given manufactures paupers, but, carefully administered, it is good for the poor and economical for the ratepayer, 2810. 2899-2901;—proves this economy by Paddington relief statistics; out-door relief for year ending Lady Day 1888 came to 1,713 *l.* 6 *s.* 11 *d.*; that they relieved 12 permanent cases of men, 158 of women, and 70 children; temporary cases, men, eighteen, women, nineteen, and children, twenty-seven, at a cost per head of 2 *s.* 2 *d.* per week; there were 180 families, relieved at a cost per family of 3 *s.* 8 *d.* per week. In the house 207 adults would cost 8 *s.* 1½ *d.* per week per head; the ninety-seven children would cost in district schools, 31 *l.* 1 *s.* 4 *d.*, or 3,011 *l.* in all; total cost in the house would be 7,384 *l.*

Widows with children receive 2 *s.* 6 *d.* per week per child, which is cheaper than boarding out, or sending to district school, 2811—Success or failure of out-door relief depends on the guardians; in 1873 out-door relief was 11,571 *l.*, and population 96,784; now, with out-door relief, 1,713 *l.* 6 *s.* 11 *d.*, the population is 120,000; in decade ending 1878 total amount given in out-door relief was 87,543 *l.* 11 *s.* 8 *d.*; in that ending 1888, 23,303 *l.* 2 *s.* 4 *d.*, 2811. 2851;—states this economy in out-door relief was not accompanied by any commensurate increase in in-door relief; in 1885 an infirmary was opened, 2811-2815.

Attributes decrease of pauperism in Paddington entirely to careful management of guardians, 2817;—it is not due to frequent offering of house test, which is offered less freely now than it was four or five years ago; admits decrease began then, when the house was freely offered; it is now due to the fact that people know that all relief will be given according to circumstances of each case, 2817-2821; proportion of pauperism to population in Paddington is lowest of any district in London, 2979, 2980.

District Schools:

Paddington guardians not in favour of district schools; Board passed following resolutions: (1.) That deserted children and orphans should be boarded out; (2.) That children of vicious parents or parents unable to fulfil their duties should be brought up in country homes under control of guardians and educated at the village school; (3.) That the cases of children with parents of good repute should be carefully considered, so that, if advisable, parents might be made their children's guardians, and a sum given sufficient with their earnings to have the children brought up properly, 2827. 2862.

SHERRARD, MR. J. C. (Analysis of his Evidence)—continued.

Guardians have not all same objection to district schools, but Board has resolved to try to dispose of their interest in Ashford Schools which it shares with St. George's and Fulham; this triple management makes success impossible, 2827, 2828;—states children from these schools are deficient in intelligence; have no practical training and no self-reliance, because they have been brought up in large masses; it is especially bad with girls; all orphans and deserted children are boarded out in Paddington; in the case of others, if the parents are respectable, their earnings are supplemented and the children kept at home; as few children as possible are sent to district schools; it is most important that children should be taught to work; witness' experience in Surrey Reformatory shows that children not taught to work before twelve never will work, 2828.

Gives the enormous cost to public of district schools; the Ashford Schools cost last year, 20,195 *l.* 14 *s.* 1 *d.*—The maintenance at the school is 12 *l.* 6 *s.* per head; the establishment expenses, 18 *l.* 15 *s.* 4 *d.*; gives the cost of keeping two paupers in Paddington Workhouse with children at the schools, and another, not in house, with children at the schools, 2850, 2851.

Boarding-out:

Suggests that guardians should have powers for extending the limits of age for boarding out; also that the prescribed payment per head of 5 *s.* should be extended, 2829;—that children of able-bodied parents remaining in workhouse with their children over a year should be boarded out, 2852. 2854.

Vicious Parents:

Considers people who take children out to sing in the streets should lose their claim on them on conviction, and children handed over to guardians to be boarded or emigrated; such parents use schools as a convenience and take their children out for bad purposes as soon as they are of an age to earn money, 2830. 2852, 2853. 2864. 2873-2876;—admits degraded people might take advantage of such a law, 2877, 2878.

Poverty:

States there is no decrease in poverty in the last few years; was for three months on committee in Paddington for helping the unemployed; found misery very great; the most destitute were those who had married very young, 2831;—gives evidence from personal experience as to the extreme aversion of these people, though almost starving, to entering the workhouse; witness advised people to keep away from the guardians, 2832-2842.

The chief causes of this poverty are the improvidence of working men and want of employment; there are more men in the metropolis than there is work for, and considers that unless agricultural prosperity is restored the congestion in the large towns will get worse; foreigners compete injuriously with the English working man, 2845.

Poor Law Administration:

Poor Law in Paddington quite sufficient to deal with destitution; every case that comes before the Board is dealt with, but there is a large class of persons mostly deserving who will not go to the guardians, 2842—Poor Law is on the whole good, though it has done some harm; alterations only desired in matters of detail giving guardians power to deal with particular cases, 2843, 2844. 2854.

Overcrowding:

Gives his opinion as to overcrowding; that it causes immorality and early marriages; improved dwellings would check this immorality; demolishing dwellings makes overcrowding worse; 2848, 2849.

Poor Law and Charity:

Objects strongly to proposed legal co-operation between outside societies and guardians; the reports as to character would be made by private benevolent individuals without any experience; it would also lessen responsibility of relieving officers; sometimes cases come before guardians which deserve consideration, but which they cannot relieve; such applicants can always go first to the well-known benevolent societies of the parish; gives an instance of defamation of character by a charitable society; objects to any amateur society being incorporated with the guardians, 2854-2859—Has no objection to guardians referring certain cases to a charitable society, or to the society requesting the guardians to give information of cases which they cannot relieve, 2860, 2861.

Emigration:

Thinks emigration only means of relief to present state of things; should be carried out on a large scale, such as Lord Meath's system, 2846, 2847. 2852. 2936.

SHERRARD, MR. J. C. (Analysis of his Evidence)—*continued*.

Emigration—continued.

Children should be looked after when emigrated; if sent to Canada, where there is room for any number, they would be taken up at once by farmers; they would require twelve months' training, 2865. 2867—Canadian Government do not object to children being sent out, provided they are properly trained; if this were made an acknowledged part of the Poor Law system no objection would be made, as shown in case of Dr. Bernardo, 2868, 2869: 2969-2971—This plan would save the rates; it would save the cost of schools, and save the children from growing up paupers, 2870-2872.

Out-door Relief:

States out-door relief used to be almost indiscriminate; the ratepayers brought pressure on the guardians, 2821-2823—Ratepayers are in favour of out-door relief mainly from feelings of humanity; the wage question does not come in, 2824-2826;—that relief in small sums of 2s. 6d. and upwards per week is given; such a small allowance puts pressure on recipient to earn own living, 2879, 2880;—does not think such an allowance given to a widow with children unfair to those who do not receive aid, nor does such a subsidy enable employers to get women to do work at lower rates, 2881-2887.

Thinks it impossible to administer Poor Law without out-door relief of some sort; has heard that in some parishes, such as St. George's, Whitechapel, and Stepney, out-door relief is almost done away with, but thinks it must be given in cases of sickness; differs in many things from Whitechapel guardians, 2890-2896—Poor Law's function is solely to deal with destitution, 2897—Out-door relief in Paddington is not increasing, 2898;—out-door relief in Paddington is only given for a week at a time on the first occasion, and if any mistake were made in giving it, the guardians would receive information; the out-door list is revised every three months by special committees; there are no rules, but the guardians all act on one principle; the system depends on unvarying and efficient supervision, without which it would fail, 2901-2907—Is in favour of a fixed rule of indoor relief, and that out-door relief should be reserved for persons of good character, 2908, 2909—Out-door relief is given in cases of accident or sickness; medical relief to any of the family; other relief only to the head, 2910-2912.

Circumstances and character of the applicant are always considered; guardians are very loth to break up a home even if the character of applicant is not first-rate, and in such case relief is given with extra caution, and sometimes only in kind; out-door relief would be given more willingly to a man who had been in constant employment and was likely to get it again than to one who was not, 2913-2915—An infirm couple who had been hard-working and industrious, and who became destitute, would probably get about 6s. per week out-door relief, 2919, 2920.

Out-door relief, as administered in Paddington, does not specially tend to discourage thrift; people who come upon the rates do not contemplate it in early life, 2922, 2923—States many think they have a claim on the rates because they have been ratepayers all their lives; that feeling should be discouraged; people relieved out of doors have often belonged to clubs and lost their money, 2924-2926.

A man who, without saving, and without any misfortune, but had simply spent his money, if respectable, would get out-door relief; favours Blackley's plan, 2846. 2927, 2928.

States consideration is given as to whether an applicant for relief has belonged to a club, but the house would not necessarily be offered him if he has not, 2929-2931.

Widows:

States it is better to have children of widows kept at home than in district schools, giving the mother a little out-door relief; children can go to the board schools; home training specially good as children are thus taught to work early in life, 2861-2863. 2888, 2889—Widows are required to maintain, if able-bodied, two children, sometimes three; assistance is given for children over and above that number, 2916-2918.

Labour Yard:

States the only labour yard at Paddington is a wood shed; able-bodied labourers, under sixty, are sent to Kensington; labour yards necessary; part of Poor Law arrangements as a test, 2933, 2934—A labour test-house, where able-bodied men could be put to work, would be preferable, 2935.

To meet difficulty of unfitness of men for emigration, Paddington Board has proposed a labour colony at home to train them for agricultural pursuits, 2939. 2947.

Mentions the presence of many agricultural labourers in Paddington last winter, 2940, 2941—Lessening the number of workmen must lessen the competition, even (70--IND.)

SHERRARD, MR. J. C. (Analysis of his Evidence)—*continued*.

allowing for the fact that the men who are suffering are the unskilled labourers, and that there is no distress among mechanics and skilled men, 2942-2946;—knows nothing of people unsuitable for emigration outside own parish; only knows that in Paddington there are many men willing to work, and physically strong enough, who could, with a little training, be made fit subjects for emigration, 2947-2951. 2953.

Unemployed :

Was member of special committee which organised work for the unemployed last winter; men were employed at moderate wages till they could get other work; they were mostly absorbed in other more permanent employment, 2954, 2955—Committee has a record of the men employed, and recommended for employment, 3056—Had no difficulty with the men; they dropped into work easily and with a good will; they were painters, bricklayers, shoemakers, &c., 3057-3059;—attributes success of last year to Mr. Beachcroft; he found employment for the men in making a recreation ground; should be afraid of repeating the experiment next year for fear of inducing men to depend on it for the winter as a regular means of livelihood, 2960-2962—These men were all employed and paid by Mr. Beachcroft, helped by a charitable organisation, distinct from the Charity Organisation Society; the guardians had nothing to do with it, 2963-2968. 2972.

Objects to the Charity Organisation Society, which works distinct from the guardians in Paddington, 2973-2978.

Slate Clubs. See *Benefit Clubs*.

Smallborough Union. Workhouse accommodation in, too large, in proportion to its pauperism, *Pell* 1491.

Small Tenements Act. Its effect in preventing reality of citizenship, *Loch* 4107.

Socialists. Discontented with system of relief in St. George's-in-the-East, *Jay* 2131;—approve of system in St. Pancras, *Allen* 3152;—their activity in Wandsworth Union affected election of guardians, *Acworth* 5286, 5287;—called upon guardians to provide relief works, and resulted in opening of a labour yard in Wandsworth Union, *ib.* 5324, 5325, 5326.

Society for Prevention of Cruelty to Children. (See also *Waugh's Evidence*.)

Action of, in regard to 250 cases of starvation, *Waugh* 5854;—ditto in twenty or thirty cases where children were being starved, *ib.* 5857; *Rep.* ix.;—instance where their interference brought about punishment of culprits, *ib.* 5860-5865;—took action in 780 cases, resulting in change of conduct by parents in 225 cases, *ib.* 5892—Action of, in making representations to Local Government Board regarding two cases of scalding in workhouse, *ib.* 5897-5900;—with regard to cripples in workhouse, *ib.* 5909-5920;—co-operates with guardians, *ib.* 5913. 5945;—deals very little with workhouses, *ib.* 5954.

Society for Relief of Distress. Co-operates with the Poor Law guardians in Whitechapel, *Billing* 2410;—in St. George's, Hanover-square, *Hardcastle* 4840;—is localized throughout London by way of almoners who co-operate closely with officers of Charity Organisation Society; differs in method only, not in principle, from the latter, *Loch* 4245-4250.

Soldiers. Very few of among able-bodied paupers, *Hedley* 772, 773.

Somersetshire. Evidence from that workhouse child costs only 2 s. 10 d. a week disputed, *Horsley* 5751, 5752. 5823-5825.

Soup Kitchens. Disapproved of, *Crowder* 1919.

Southall. District school at; 400 or 500 children in, from Marylebone; system of, satisfactory; children from, have done well in after life, *Owen* 59; *Davies* 1285-1289;—has existed over twenty years; works equally well with boarded-out system, *ib.* 1319-1323.

Southwark. Work done in, by Miss Hill, *Hill* 1714;—model dwellings are empty, *ib.* 1748—Cases in, of mal-administration of charitable relief, *Loch* 4131.

SPITALFIELDS. (See also *Billing's Evidence*.)

Distress in last winter normal; improvement in work lately; labour market in affected by immigration; always many unemployed in, *Billing* 2494, 2495;—very little internal charity in, *ib.* 2433, 2434;—presence of foreign Jews in, interferes with labour market; a source of danger to health, *ib.* 2443-2449. 2481—Jewish Board of Guardians in, co-operate with guardians of, 2474;—give out-door relief in money and kind, *ib.* 2475-2479;—administer it fairly, *ib.* 2484. 2501-2503;—means adopted to send back to country immigrants to, *ib.* 2508.

Starvation

Starvation. Instance of, in Lambeth, consequent on insufficient out-door relief, *Hedley* 682-684. 754-762;—no one need starve under Poor Law system, *ib.* 680;—instances of, in Paddington, *Sherrard* 2833 *et seq.*—Misapprehension with regard to alleged cases of people preferring to starve than to enter workhouse, *Loch* 4160-4261;—250 cases of, involving neglect by Poor Law officers, *Waugh* 5854; *Rep.* ix.

Suggested alteration of law respecting, *Waugh* 5858. 5894. 5966-5968;—typical cases of, to show connivance of Poor Law officials, *ib.* 5860. 5883;—power to act in cases of, rests with guardians, *ib.* 5873, 5875;—case of, showing apathy of guardians in using such powers, *ib.* 5871, 5872. 5877;—suggestion that this power should be transferred to police, *ib.* 5901, 5902. 5905, 5906. 5960, 5961;—duty of clerk to board and guardians in cases of, *ib.* 5877-5880;—children starved at Sheffield and Ilkeston, where parents in good condition, *ib.* 5882, 5883;—attributed to system of insurance, *ib.* 5965.

STEPNEY UNION. (*See also John Jones' Evidence.*)

Before 1886 there were 7,000 or 8,000 relieved in, per week, *Jones* 1049, 1050;—in-door paupers less than now; in 1869 there were 1,708, and in 1887, 1,670 in-door paupers;—cost of maintenance has decreased, *ib.* 1055-1059;—mode of administering relief in, *ib.* 1138-1144;—women with illegitimate children given in-door relief, *ib.* 1085, 1086.

Out-door relief in, has almost ceased, *Hedley* 665. 676, 677. 787, 788; *Sherrard* 2892; *Compton* 3775; *Bull* 5981;—this has proved most beneficial, *Hedley* 673. 675;—distress in, less in winter of 1887-88 than in 1886-87, *Jones* 1194, 1195;—system of record keeping as practised in, described, *ib.* 1100. 1248. 1250; *App.* 671;—besides record, report of each case for relief supplied to guardians, *Jones* 1251-1256;—system has helped detection of fraud, *ib.* 1161, 1162;—action of guardians in, with regard to widows, *ib.* 1068-1078, 1198-1201;—system of relief in, produces no hardship; no demand exists for giving more out-door relief, *ib.* 1223, 1224—One complaint from Poplar that strict system sends paupers to neighbouring unions, *ib.* 1228, 1229. 1232;—under old systems undeserving got relief, *ib.* 1234;—casual ward in, abolished, *Billing* 2423, 2424;—connection of guardians in, with charities, *Jones* 1107-1109;—charities in, *ib.* 1186. 1190-1193; Poor Law administration in, advocated, *Rep.* iv—Mr. Bolton's house of shelter in, *Valpy* 4723.

Stimulants. Use of, in different unions vary, *Owen* 299-302; *Davy* 951-954;—should be given as medicine, not as indulgence, *ib.* 952—In shape of alcohol, very little given in St. George's, Hanover-square, *Hardcastle* 4846. 4931;—in Chelsea 500 *l.* a year spent in, *ib.* 4931.

Stone-breaking. Suggestion for utilising labour expended on it by reclaiming land, &c., *Mills* 2187-2190;—is degrading, but difficult to dispense with, *Hardcastle* 4854;—is a great hardship;—scale of wage for, out of proportion to scale of out-relief, *Acworth* 5258, 5259. 5263;—work on land suggested as an alternative, *Ball* 6040-6045.

Stone-yards. See *Labour-yards.*

Strachan, Mr. His action with regard to the employment in Chelsea of the unemployed approved and copied in St. Martin's-in-the-Fields, but with different financial result, *Kitto* 3561-3563.

STRACHAN, MR. GEORGE RICHARDSON (CHELSEA). (*Analysis of his Evidence.*)—Has been surveyor to vestry of Chelsea for three and a-half years; superintended works for relief of unemployed there in 1886; describes character of work, 3178-3181.

Relief Works in Chelsea:

States that in December 1885 vestry resolved to wood-pave part of King's-road; works to be done in financial year commencing March 1886; in February 1886 it was also resolved to convert St. Luke's Burial Ground into public garden; that instructions were given to employ Chelsea men out of work, 3182. 3203, 3204. 3256-3259;—application was to be made to branch of Mansion House Committee, 3183, 3184;—that application was accordingly made for 100 genuine Chelsea men out of work; describes method of selection; preference given to those having some dependent on them, 3185, 3186—Started with 100 on the King's-road work; gradually others were taken on till there were nearly 300 employed, 3187, 3188—Men were at first not used to work, but soon fell into it; works were carried out on commercial principles; those who were lazy or misconducted themselves were turned off; wages at first 4 *d.* per hour, increased to 5 *d.*; one gang of men struck on being put back to lower work at 4 *d.*; these promptly discharged, and their places filled, 3189. 3221-3226—There were always twenty or thirty men waiting to be taken on, 3190.

Many left the works of their own accord to get work elsewhere; always had leave given them to look for work, but not paid for the time they were absent, 3191, 3192 (70—*IND.*)

STRACHAN, MR. GEORGE RICHARDSON (CHELSEA). (Analysis of his Evidence)—*contd.*

Relief Works in Chelsea—continued.

—Describes class of men employed, 3193. 3232, 3233. 3269–3272;—not much inquiry made, and some were thieves, 3234—Work was done satisfactorily, and much under the stipulated time, 3194—In consequence of the success of the experiment further wood-paving ordered; in summer the works were discontinued, and in September Pont-street was commenced: this, like King's-road, had been resolved on without regard to the want of employment, 3195–3199;—work was not done in connection with guardians, 3199;—statistics of cost of King's-road pavement, 3200–3202;—30 per cent. of the amount spent went in wages to the unemployed, 3205.

Wages (4 *d.* per hour) were a little under the market rate; as work went on carpenters were put on at regular wages of 9 *d.*, 3206—States there was no discontent expressed by trade societies, 3207;—nor by ordinary labourers, 3255—Metropolitan Board at first tried to impede the work on technical grounds, not from objection to the people employed, 3208–3210—That vestry have just finished Stavley Bridge, and are about to employ unemployed on continuation of King's-road, 3211—Take men employed in labour-yard, who thus get better paid; ordinary wage for wood-paving is 19 *s.* 6 *d.* per week, 3212–3214.

Describes delay experienced in turning St. Luke's Burial Ground into garden; only those who had been three months resident in Chelsea were employed; work was not done so well as the wood-paving; vestry lost about 100 *l.*, 3215, 3216.

Men employed worked less vigorously than those employed under usual system, but were paid less, 3217, 3218—Time occupied not greater; more men were employed for the same total expense, 3219, 3220—Most of the work, being a matter of strength, required no skill; would in the ordinary course not have employed these men, because of the increased amount of supervision necessary, 3221–3228.

Vestry discussed and disregarded the question of whether this employment was a hardship to ordinary labourers; has no doubt ordinary labourers could have been found to do the work, 3229–3231. 3289—States all the work done, except Oakley-street and St. Luke's Gardens, was necessary work, 3235–3237.

Admits that in the first year these works gave rise to expectation that they would be repeated; in 1887 men demanded work; but that the feeling has died out, 3238–3243;—thinks there was a large amount of real distress among the applicants for work, but that there was also a good deal of imposture, 3244–3246—The men employed continued at work past the time of exceptional distress, 3248–3251—Considers the work to have been well, quickly, and cheaply done; men were helped as much as possible, 3251–3254—Those employed had probably not come lately from the country, 3256, 3257.

During snowstorms states unemployed are first employed, then industrious poor, who are thrown out of work, 3261–3264;—in this way last year 650 men at a time were employed at 4 *d.* per hour, 3265–3268.

Has in prospect a small piece of wood-paving at which unemployed Chelsea men will be employed; enough to occupy 100 men about a month; more needed, 3273–3281—Execution of relief works did not add to the rates, 3281, 3282;—would not adopt this system in the future, personally, because there would be less trouble if it were let out by contract, 3283–3288. 3296;—had no trouble with men who worked, nor with the reputed thieves; men worked persistently; very little plant was lost, 3290–3295.

Labour-yard exists in Chelsea, 3247.

Strand Union. Guardians of; how they dealt with the special pressure on their casual wards during autumn 1887; this pressure not felt elsewhere, *Owen* 68–70;—issued tickets on lodging-houses, *Kitto* 3493, 3494;—effect of congestion in other districts, *Owen* 71, 72—Guardians of, forced to open casual ward in Hart-street, *Valpy* 4710.

Streatham. Mode of election of guardians in; politics not a factor, *Acworth* 5219;—antagonism of representatives of, on Wandsworth Board of Guardians, to those of Battersea, *ib.* 5266–5268.

Straussman, Dr. Advocated that in Berlin voluntary and endowed charities should be amalgamated and rendered distinct from Poor Law, *Loch* 4109.

Strikes. Cause exceptional distress, *Davy* 842;—men on, unless destitute, receive no Poor Law relief, *ib.* 846;—employers keep special work for them, 847, 848;—differ from lock-outs; during latter, no possibility of getting work, *ib.* 849;—instance of strike at Bolton, *ib.* 849;—ditto, in South Wales, *ib.* 850;—school fees paid by guardians during, *ib.* 856.

Summer.

Report, 1888--continued.

Summer. Those who are dependent on summer wage, *Crowder* 1839; *Allen* 3088;—unless these are thrifty are not considered deserving, *Peek* 2770; *Allen* 3093.

Surrey Girls' Reformatory, Sherrard 2828.

Sutton. District schools at, *Owen* 50;—established for children of widows with large families from Stepney Union, *Jones* 1068, 1069;—children maintained there entirely, *ib.* 1070;—on application to guardians widows can withdraw their children, *ib.* 1198-1201;—on reaching a certain age boys from are apprenticed and girls sent to service, *ib.* 1202;—is the largest district school in the world, *Hadden* 5457—Case of a girl brought up at, who turned out most unsatisfactorily; this attributed to training received at, *Charles* 5836.

Swindon. Case of parents starving their children at, and no action taken by board of guardians, *Waugh* 5860.

T.

Technical Education. A means for preventing an increase of chronic destitution in London, *Compton* 3899;—suggestion that district schools should be abolished and turned into technical schools, *Charles* 5850.

Test House. Erected in Birmingham for single able-bodied paupers not used to hard work; built in six months in time of great pressure; dietary table as good as in any workhouse, *Henley* 340.352;—labour in is oakum-picking; those unfitted to manual labour tie bundles of wood, *ib.* 353-355;—memorandum concerning it, dated 1880, giving statistics which prove its success; strict discipline in; has resulted in suspension of out-door labour test order, *ib.* 355;—same regulations with regard to discharge as in workhouse, *ib.* 356, 357;—not confined to single men; is workhouse for classification, not punishment; able-bodied kept apart from others, *ib.* 359. 384. 441—Whitechapel order not enforced in; inmates may have family outside, *ib.* 360;—unless destitute, able-bodied, who formerly remained in workhouse, will not remain in, *ib.* 377;—has superseded stone-yard in Birmingham, *ib.* 395; *Rep.* vi.

System of approved, *Sherrard* 2935;—suggested for London connected with Poor Law system, *Kitto* 3596-3598;—should be substituted for labour-yards, *Brandreth* 5577; *Rep.* vi—Test workroom approved, *Peek* 2677.

Thomas, Miss. Supervises Kilburn Mission, *Lock* 4208.

Thomas, Samuel. Case illustrating apathy of guardians to proceed against those who starve children, *Waugh* 5871.

Thrift. Difficulty of inculcating habits of among poor, *Lock* 4200;—boys' lodges advocated to encourage it, *ib.* 4201;—is discouraged when out-door relief easily obtainable, *Alexander* 4994;—is induced when conditions of relief hard, *Peek* 2774;—also by education in board schools, *ib.* 2778;—absence of caused by old Poor Law, *ib.* 2777.

Tillard, Miss. Undertakes investigation of casuals in St. James's district, *Valpy* 4718.

Tinkelton. Children boarded out to from Kensington Union turned out unsatisfactorily, *Brandreth* 5602-5606.

Tower Hamlets. Effect in of abolishing out-relief, *Lambert* 2551.

Tower Hamlets Pension Society. Gives pensions to old and infirm, *Jones* 1190-1193; *Vallance* 4476 *et seq.*;—its general scope to provide for period of transition consequent on cessation of out-relief, *Pell* 1438;—exceptional cases dealt with, *Crowder* 1865, 1866;—amount spent annually by, *ib.* 1897;—co-operates with Poor Law in Whitechapel, *Billing* 2410.

Trade Unions. Might influence elections of guardians, *Davy* 864;—pass their members to places where there is work, *Pell* 1471;—favour strict administration of Poor Law, *Crowder* 1836;—their opinion valuable with regard to distress among unemployed, *Compton* 3858.

Trafalgar-square. Many poor slept there during summer 1887; caused pressure on casual wards in Strand district, *Owen* 68;—belonged to class of people who frequent casual wards and common lodging-houses, *ib.* 2333-2335;—history of congestion in, *Kitto* 3487, 3488, 3489-3616, 3617;—distribution of free lodging tickets in objected to, *Mearns* 4315; *Rep.* x;—their distribution caused pressure on St. Giles' casual ward, *Valpy* 4710;—impotence of Poor Law to cope with congestion in, *Kitto* 3490. 3492. 3504;—harm done by indiscriminate relief given in, *Mearns* 4308;—condition of, (70-IND.) 5 Q 4 evidence

Report, 1888—*continued.**Trafalgar-square*—continued.

evidence of imposture, but no excuse for not endeavouring to cope with destitution, *Mearns* 4314-4316;—effect of congested state of in causing riots in Buckingham Palace-road workhouse, *Hardcastle* 4819;—effect on Kensington casual ward of Sir Charles Warren's action in, *Brandreth* 5566. 5650-5656.

Tramps. (See also *Vagrants.*)—Good effect of Berkshire system on, *Valpy* 4727, 4728. 4734;—twenty-two only selected out of 2,800 as worthy of help in Wandsworth Union, *ib.* 4746, 4747. 4753;—prevalent during races, &c.; numbers might be reduced, *ib.* 4767;—detention of in workhouse for at least a week advocated, *ib.* 4769-4772;—suggestion that State should assume guardianship of children of, *Horsley* 5811;—are decreasing in numbers in Stepney, *Jones* 1175;—dislike change in their treatment, *Davy* 1023, 1024.

Trevelyan, Rev. W. T. Boards out sixty children from the St. George's, Hanover-square, Union, *Hardcastle* 4831;—reports their condition quarterly to the guardians, *ib.* 4898-4904.

Tufnell, Mr. Originated the idea of large district schools, *Hardcastle* 4917.

Tuke, Mr. Success of his emigration scheme in Ireland, *Compton* 3876. 3879, 3880.

Tupper, Sir Charles. Opinion of, as to accommodation for children in Canada, *Sherrard* 2867.

TURNER, REV. CHARLES. (Analysis of his Evidence.)—Is and has been for nearly six years Rector of St. George's-in-the-East, 1605, 1606—Population is stationary, 1615.

Out-door Relief:

There is practically no out-door relief, 1608;—approves of this, and believes it to be in the interests of the people themselves; out-door relief checks providence; in proof of this quotes Fawcett's book on "Poor Law;" it hurts the moral character of the recipients, and takes away their independence; states it is bad also for the children, and stimulates population and improvident marriages, 1609, 1610;—guardians' policy is generally approved, and does not think it has produced any real hardship, 1611. 1624;—in St. George's all deserving cases are relieved; Charity Organisation Society is in close contact with the guardians, 1611. 1643-1645.

With regard to case of relieving officer who was tried for manslaughter, states both judge and Local Government Board considered the man was not to blame, 1612, 1613.

Employment:

States many in his parish are on verge of pauperism, owing greatly to the failure of the sugar industry, and absence of employment at the London Docks; no cure for this, except to give help where it can be of permanent benefit, 1607. 1614;—state of destitution no worse now than six years ago, 1616;—should say last year it was not so great as in 1886-1887, owing partly to the open winter and partly to the amount of employment last summer; on the whole thinks the prospects of employment more encouraging than a year ago, 1640-1642.

Early Marriages:

People marry at an early age, which accounts in many cases for the large families; thinks this a serious question; and, without reviving the old canon law, advocates that no minister or registrar should marry minors without having the parents' consent; thinks early marriages might be prevented by a talk with the parents, 1617-1623.

Mansion House Fund:

Thinks thirty per cent. of the Christian population applied for relief to the Mansion House Fund; the Jews were referred to the Jewish Board of Guardians; states its distribution gave no permanent help; it only raised the expectation that a similar fund would be started next year; no exceptional distress that year in St. George's, 1625, 1626.

Emigration:

Personally thinks emigration the only solution; this might be made easier and more attractive; thinks it should be State-aided; the money might be raised by a loan to the emigrants, 1627, 1628;—considers the chief obstacle at present is the impecuniosity of intending emigrant, as each must raise 6*l.*; does not think that at present there is much desire to emigrate; suggests his scheme for the whole country, and would not confine it to London or elsewhere, 1629-1632;—thinks the necessary money

Report, 1888—*continued*.

TURNER, REV. CHARLES. (Analysis of his Evidence)—*continued*.

to be advanced might be raised on the security of some labour bond; believes there are large quantities of waste land in the colonies; admits the difficulty of his scheme, 1633-1635;—has been instrumental in helping a few people to emigrate; in one case heard from them afterwards, they were doing well, 1646-1649—One difficulty in St. George's is that the ordinary labourer being unaccustomed to husbandry is unsuitable for emigration; they must therefore first be trained at home for work in the colonies, 1649.

Has not considered the question of boarding-out; states they have exceptional schools of about 300 children where the children are very well looked after, 1636-1639.

Charity Organisation Society, &c. :

States Charity Organisation Society only refuses help to distinctly Poor Law or workhouse cases, or to case of ascertained bad character; this constantly done; the Society never relieves destitution. States that keeping in view distinction between poverty and pauperism, the rates in his union are not relieved by charity, 1650-1655;—states the charities are largely supported from outside;—admits this might be objected to as tending to relieve the residents of their responsibilities, 1656-1658.

TWINING, MISS LOUISA. (Analysis of her Evidence.) (*Kensington*).

Has been visiting workhouses greater part of life; gave evidence before Poor Law Committee of House of Commons in 1861; has written articles on the subject; is a guardian at Kensington, 2981-2985.

In and Outers :

Describes difficulty in workhouse administration, arising from "ins and outs" and able-bodied, 2986-2987—Classification and discrimination will not meet the difficulty; powers of detention should be greater and times longer; gives the existing restrictions, 2988—States bad effect of system on people who have children at school; it is impossible to move the children to the permanent schools. Every time the parents go out the children have to go out with them; gives an instance occurring in Kensington workhouse; system demoralizes the children, 2989-2993. 3037—Gives an instance from Islington where a man went out forty times in a year to avoid his children being sent to school, 2994-2996—Suggests notice required to leave the house should be a week, then a month, then three months; latter period especially useful for "ins and outs" with children, 3031—Discretion would have to be exercised, 3034-3036.

Classification :

Describes system of classification in Kensington workhouse; arrangements are prescribed by the Poor Law Board, but are disregarded with respect to the aged, 3005-3008—No separation of characters, which would be difficult to establish, 3009-3011.

Medical Inspection, &c. of Workhouses :

Advocates more medical inspection in workhouse infirmaries; there is only one medical superintendent and his assistant for 600 sick in Kensington Infirmary; students or young practitioners should be admitted; they would see cases, *e.g.*, chronic cases which they never see in ordinary hospitals; their coming would also improve the infirmary management, 3012-3014—Suggests that medical inspectors should visit all workhouses in the country; that a lady inspector should be appointed to examine work of nurses. Describes her association for sending trained nurses into workhouses; their work much cramped for want of proper inspection, supervision, and encouragement; workhouse matrons often jealous of their superior knowledge, 3015, 3016. 3020, 3021—Is in favour of lady poor law inspectors, and was associated with late Mrs. Senior, 3066-3077.

Pauper Nurses :

States there still exist pauper nurses in infirmaries outside London, these being replaced by trained nurses; pauper nurses often very bad, 3017, 3018—Describes difficulty of introducing new system of nurses, 3019—Guardians are in favour of it, and are not afraid of the expense, 3052—States there are several visiting nurses in Kensington, 3053-3058.

Out-door Relief :

Out-door relief most undesirable, especially in rich parishes; it checks private charity besides demoralising the poor; charity in Kensington would meet all deserving (70—IND.)

Report, 1888—*continued.*

TWINING, MISS LOUISA. (Analysis of her Evidence)—*continued.*

Out-door Relief—*continued.*

cases if the people could not get out-door relief from the guardians, 3022—Out-door relief is strictly administered, as shown by low figures; it is getting stricter, thereby diminishing pauperism, 3056-3058.

Co-operation with Charity:

Guardians in Kensington co-operate with charitable agencies, especially Charity Organisation Society, 3023, 3024. 3081—Many deserving persons would get charitable help were it not for idea on the part of the poor and the public that the poor rates are inexhaustible; unevenness of administration in London works great hardship, out-door relief being given liberally in some parishes and withheld altogether in others, 3024, 3025;—respectable poor recognize no difference in getting help from the rates and from charity; former more demoralising than latter; it prevents relations from helping; thinks most cases of destitution without any fault, could be helped by friends or public charities, 3026-3030.

States many army pensioners practically live in the workhouse, going out at intervals to draw their pensions, which they spend and then come back, 3031-3033.

Vicious Parents:

Admits difficulty of State taking over the control and education of children of vicious parents; but, since they are semi-criminal, suggests their children should be treated in same way as those of criminals; present difficulty is losing control over children after sixteen, 3038-3041.

Infirmaries: Hospitals.

Describes demoralising effect of infirmary system on girls with illegitimate children, by which they can go in and out unrestrained, and without going through workhouse, 2997-3002. 3042. 3043; suggests more stringent regulations as to detention to check the evil; matter should be discussed by meeting of lady guardians, 3003. 3004, 3049-3051.

As infirmaries are made more complete and easy of admission, hospital support is practically offered to the whole population at the expense of the State, and checks feeling of inmates that they are receiving Poor Law relief, 3044, 3045.

Suggests that the voluntary hospitals should enforce payment according to the patients' means, to prevent people who could pay going to the infirmaries; question of treating people more out of doors is being considered in Kensington; tendency is to bring people in-doors; advocates connection of infirmary with workhouse, 3046-3048;—should be separated if possible, 3065.

Widows with Children:

Children of widows are sent to district schools instead of out-door relief being given; more than three children hardly ever sent; widows are as a rule satisfied, 3060-3065; district schools still necessary for those inelegible for boarding out, but should be smaller and better managed, 3080.

Boarding-out:

Approves of boarding-out system so far as it goes, but the number of children eligible is very small, owing to strict regulations; should like to see cottage homes extended; Miss Mason's work is thoroughly good, 3078-3080.

U.

UNEMPLOYED. Temporarily so should apply to workhouse in first instance, *Henley* 384; *Vallance* 4583;—such of them as are obliged to enter workhouse not necessarily improvident; always many in towns, *Henley* 497. 499;—good many last winter, *ib.* 614; *Crowder* 1817, 1818;—experience during disturbances created by, in 1887; were offered test-work, and out of thirty acceptances only eight remained by breakfast-time, *Jones* 1261;—agitation mainly a fraud, *Crowder* 1819.

A man refusing work should not be charged with being rogue, *Davy* 1028-1030;—if he refuses it for a fair wage should be offered workhouse, *Harding* 3650, 3651. 3656-3658; difficulty of dealing with, on account of dearth of markets for skilled labour, *Mills* 2392;—should be dealt with on lines of institution at Frederiksoord, *Mills* 2199, 2200;—belong to better class than formerly, owing to introduction of machinery, *ib.* 2185, 2186. 2226-2228.

Labour Colonies for:

Suggestion that Poor Law should find profitable employment for them, *ib.* 2229-2235;—that a colony of about 500 should be instituted; its cost compared with present

Report, 1888—continued.

UNEMPLOYED—continued.

Labour Colonies for—continued.

present cost of poor discussed, *ib.* 2236-2301;—that two or three experimental colonies should be instituted, *ib.* 2239-2241; labour in to be classified, *ib.* 2247, 2248;—their competition with trade discussed, 2241-2246, 2249-2252;—how a man with family should be treated in, *ib.* 2253-2259;—term of residence in, and class of work, 2260-2263;—such a scheme not a socialistic one, *ib.* 2264-2271. 2301;—not much difficulty in getting land near enough to London, *ib.* 2299, 2300;—method of equalising production and consumption in, *ib.* 2314-2318;—relative position of landlord with regard to labour, and that of small farmer in, *ib.* 2319-2322. 2324, 2325;—should be self-contained, 2322-2325;—provision to be made for casuals, and each union to have its own village, *ib.* 2348, 2349;—poor man not to be forcibly detained, *ib.* 2353-2358—Advantages in times both of slack and plentiful work, *ib.* 2358-2364. 2370;—sick and delicate, how treated in, *ib.* 2367-2369;—undeserving to be turned out, 2371;—scheme to be carried out by Local Government Board in first instance, *ib.* 2372-2374;—no ultimate loss anticipated, *ib.* 2375-2379;—only able-bodied deserving poor admitted, *ib.* 2376-2378. 2384, 2385;—certain articles would have to be purchased, *ib.* 2380-2383;—views of Bristol guardians with regard to it, *ib.* 2396;—why scheme devised, *ib.* 2397.

Relief works for, such as Open Spaces Association, approved, *Billing* 2511—Special committee for giving work to, *Sherrard* 2954;—in London, should not be sent to country;—residential test of six months for, suggested, *Compton* 3864;—should be employed by vestries in preference to contractors, *Peek* 2761; *Lock* 4175;—immigration of to Burnley Union, *Horn* 3386-3392;—pauper returns unreliable index of number of, *Kitto* 3537;—action of guardians with regard to, in Chelsea; of vestry of St. Martin's-in-the-Fields, *Kitto* 3561-3563;—country guardians should find work for their own unemployed, *ib.* 3579.

No considerable number of in Stepney, *Jones* 1088. 1197;—always many in East London, *Billing* 2404, 2405;—result of their employment upon unnecessary relief work in Wandsworth Union, *Acworth* 5151-5166; *App.* 694-696;—cases of sixty picked ones employed on special building work in Wandsworth, *ib.* 5235; *App.* 700, 701.

V.

VAGRANTS. (*See also Casuals, Tramps.*)

Defined as persons casually destitute, *Henley* 541—Manchester Ship Canal works have caused an increase, *Henley* 501;—complaints in consequence, *ib.* 568;—select their own workhouse; class a poor one, *ib.* 549;—some increase of in Lancashire; number of in whole country wonderfully small; number varies, *ib.* 506, 507;—difficulty in ascertaining where they come from; are not chiefly agricultural labourers, *ib.* 558. 560;—are concentrated in towns during certain seasons of the year, but do not then occupy casual ward, *ib.* 561. 567;—are a special class who prefer that life to any other; those relieved in workhouse bear small proportion to whole number; are good barometer for times of depression, *ib.* 565, 566;—are recruited from ranks of unemployed; are mostly single men, *Davy* 1019, 1022;—include many who leave their own districts to avoid execution of warrants, *Valpy* 4717.

As a class should be abolished, *Hedley* 656. 698; *Davy* 998;—too late to do so now, *Davy* 1005;—drawbacks to doing so, *ib.* 1009-1012;—annoyance from their continually going in and out of workhouse; this could be checked by a week's detention, *Hedley* 661, 662;—powers regarding detention of increased by Pell's Act, with satisfactory results on numbers, but not on condition of vagrants, *Davy* 911, 912. 917-922. 977-978;—numbers have increased in some districts, *ib.* 979-981—Tramping should be suppressed by police, *ib.* 913-916. 997-1005;—attempts at uniformity in treatment of unsuccessful, owing to difference in diet allowed, *ib.* 923;—uniformity advocated, *ib.* 981, 982;—treatment of severer than that of ordinary pauper, *ib.* 1007.

Position of in casual ward should be made more uncomfortable than industrious poor in their own homes, *Mills* 2387-2389;—should be given ordinary term of work in workhouse, unless they admitted they had come for a short time, *ib.* 2331-2335;—class of work should be what they are accustomed to; should be classified, *ib.* 2334, 2335;—suggestion that penal colony should be established for those convicted of vagrancy, *ib.* 2353-2357. 2371;—suggestion for cure of vagrancy, *Lock* 4183-4185;—might be checked by strict enforcement of law against beggars, *Mearns* 4309-4311.

Respectable ones should be under control of police, and housed in receiving houses, *Harding* 3678;—suggestion that they should be able to leave workhouse at six a.m. instead of ten a.m., *ib.* 3680, 3681.

Vagrants with children should have license to sell in streets, *Davy* 924-928;—suggestion that parents should be made responsible for crime among vagrant children; *ib.* 964.

Report, 1888—*continued*.

Vagrant Act. Should be enforced by police against vagrants and tramps, *Davy* 998-1005. 1007. 1011; *Mearns* 4309-4311.

Vallance, Mr. His opinion quoted regarding removal orders, *Lambert* 2589;—reports 90 cases as having been relieved in Whitechapel by Charity Organisation Society, *Loch* 4078;—states very few Jews are relieved out of rates except in infirmary, *Alexander* 5007.

VALLANCE, MR. WILLIAM. (Analysis of his Evidence). (*Whitechapel*).

Has been clerk to guardians of Whitechapel Union for 20 years, 4446;—states, policy adopted in Whitechapel up to 1870 was one of small doles of out-door relief in-door establishment being reserved for voluntary admission of destitute poor; that able-bodied unemployed applicants for relief were employed under Out-door Relief Regulation Order, and given out-door relief in return for work done; result of this system, that in 1870, guardians, being convinced that system fostered pauperism, etc., gradually restricted out-door relief in “out-of-work” cases, and eventually suspended the Order, substituting principle of Prohibitory Order; that labour-yard was closed in 1870, and not since re-opened; process of restriction disclosed fact that one out of ten who were offered workhouse accepted it; in-door pauperism, as a consequence, resumed its normal condition, 4448, 4449. 4498.

Whitechapel Order:

States Whitechapel Order was issued to meet exceptional distress; that it was experimental, and only to be in force for twelve months; was never put into operation, 4451-4453;—favours the extension of the Prohibitory Order to London, reserving the Regulation Order for exceptional distress, 4490.

Charity and Thrift:

Owing to connection between guardians and Charity Organisation Society, clergy, and other workers among poor, states able-bodied sick man is admitted into infirmary, his family being helped by charity; infirmary is equal to hospital, 4450. 4460. 4477;—before charity was available he was, after inquiry, given out-door relief, provided in future he belonged to a benefit club, 4454.

Believes action of guardians has induced people to join benefit clubs, inasmuch as relief offered in infirmary tends to separate family; but that infirmary policy is preferable to whole family being admitted to workhouse, 4455-4457;—admits that infirmary system causes reliance upon it by poor, but not to same extent as out-door relief, 4458;—contends it does not discourage thrift, inasmuch as Charity Organisation Society takes care only to assist those who have homes worth preserving, and have shown that they have exercised thrift; guardians offer workhouse to a portion of that family who have been found unworthy of help when head has been admitted to infirmary, 4459.

States where cases are referred back to relieving officer as undeserving of charity; the infirmary, workhouse, or school, is offered to whole family, but that wife is never compelled to enter with her husband, 4461. 4468. 4471. 4473, 4474, 4475;—that where there is destitution and charity is unavailable relief in workhouse, &c., is promptly offered, 4469;—there is no legal power to exclude a portion of family, but does not consider Prohibitory Order to be applicable in cases of sickness, 4470-4472.

Explains that in Whitechapel wives are wage earners as well as husbands; and generally a woman can earn sufficient to maintain herself and whole or part of her family when husband is in infirmary, 4462;—defines deserving poor who are helped by charity to be those who have given evidence of thrift, and led respectable lives, but require temporary help to find employment, 4463-4465;—does not include among deserving a family whose head had been earning large wages in summer and in winter applied for relief, having laid nothing by, 4466, 4467.

Agrees that much evil arises from indiscriminate charity in London, 4554-4556;—that it results from a want of confidence among the public as to whether the destitute are properly cared for under Poor Law; also to absence of rule and system, 4564, 4565;—there is a growing desire among public to be more discriminating in their almsgiving, and to secure combination, 4566;—improvement is going on in administration of Poor Law which is restoring confidence, 4562, 4563.

Aged and Infirm:

States formerly aged and infirm were sometimes granted temporary out-door relief; that latterly it has been restricted, and now deserving cases are taken over by the Tower Hamlets Pension Society, 4476;—this supported chiefly by people resident in Whitechapel Union, 4478, 4479; knows of no objection being raised to that system, on score of an undue burden being placed upon charitable persons, who have greatly aided guardians in applying process of restriction, 4477.

Widows:

Report, 1888—*continued*.

VALLANCE, MR. WILLIAM. (Analysis of his Evidence)—*continued*.

Widows :

States widow with dependent children seeking relief, is referred first to Charity Organisation Society, who, after inquiry, do what they can to help, and sometimes request guardians to take one or more children into district school;—that guardians employ 361 widows as washers in infirmary at weekly wages; present system of organised charity, obviates Poor Law out-relief to respectable widows, except to extent of supporting children in district schools, 4480–4482. 4486;—denies that whole support of widows is thus thrown on charity, 4483;—states they adopt principle of sending some of the children to district schools, with full approbation of parents; instancing case of a widow with four children; contrasts her superior condition with what it would have been had old system of doles been resorted to, 4485—Does not agree that it is better to give out-door relief to a widow with children, than to take one or more of children into district school; Whitechapel policy has been gradually effected since passing of Act of 1867; notwithstanding that conditions of district have not materially changed, 4657–4659.

Relief Works :

States special relief funds attract poor from country to London, 4491, 4492–4547, 4548;—they afford no permanent relief, but tend to make condition of poor worse, 4656;—objected to in Chelsea on same grounds, 4568, 4569.

Administration of Poor Law :

Attributes success of his system to absence of relief committees, strict administration of Poor Law, and unanimity of guardians; has found no difficulty on new elections in maintaining continuity of policy; is satisfied that system is approved of by ratepayers, 4493, 4495–4497—There are no printed rules, 4494.

Describes effect of his system on pauperism of union, by producing pauper statistics, from quarter ending Lady-day, 1870, down to 1888, showing (a) number of paupers relieved, (b) ratio per cent. of in-door and out-door paupers, and (c) cost of out-door relief; does not include those receiving medical relief, 4619.

Workhouse :

States a separate workhouse has been built in Whitechapel for able-bodied, and healthy, infirm; that it is distinct from an infirmary or school; enumerates work done there; that most of work is done for use of house and inmates; that firewood and mats only are sold; that financial results have been good, but difficult to estimate exactly, 4499–4505—Describes special system of supervision of paupers there during evening hours; that this results in salutary restraint upon conversation and conduct, and leads many to make an effort to achieve independence, 4506;—provision made also for married couples, but not much used, 4507, 4508.

Pauper Children, Boarding-out, etc. :

Describes how pauper children are dealt with; that after a probationary stay, to prevent disease, Protestant children are provided for in Forest Gate District School, 4597;—Roman Catholic and Hebrew ones in certified schools; that orphans under ten are either sent to district or certified schools, or boarded out, 4509–4513;—considers boarding-out system requires careful supervision; that at present it has worked well owing to more hopeful cases having been boarded out, and to admirable selection of homes; that cases of little girls have been most successful, 4514;—suggests systematic inspection of children and homes, seeing good results consequent on appointing, by Local Government Board, of a special inspector; that inspections should be moderately frequent; boys physically fit are sent to Exmouth training ship, 4509, 4515, 4516.

Ins and Outs :

Gives instance of a man and his wife continually running in and out of the workhouse taking their children with them; obstacles were put in his way so as to save children, 4517;—recommends that guardians should have increased powers for detaining “ins and outs,” 4522—Is afraid of endowing guardians with authority to take the children of “ins and outs” from the parents’ custody, 4520.

Vicious Parents :

Thinks it desirable that children of dissolute parents should be protected even to the extent of taking them out of the control of their parents; that the legal custody, when transferred, should operate till the child is twenty-one, 4518, 4519. 4611;—such power should be used in extreme cases by magisterial warrant, and exercised only when magistrate is satisfied that child is in moral danger, its parents vicious, or neglecting their natural duty; admits difficulty of legislating on these lines, so as to make it

Report, 1888—*continued.**VALLANCE, MR. WILLIAM.* (Analysis of his Evidence)—*continued.*

general, 4520-4528 ;—there should, however, be an appeal from magistrates' decision, 4574, 4575.

Does not think transferring custody of illegitimate children from parents to guardians, would tend to increase illegitimacy or rates; that something should be done to save children, even at a little risk; practically mother would never see the child again; it would be emigrated or transplanted, 4523-4525.

Quotes opinion of guardians submitted to Local Government Board, in which they recommended legislation for enforcing parental responsibility, securing withdrawal of children from custody of "vicious parents" up to the age of 21, enabling guardians to emigrate such children or deal with them as deserted cases, 4528 ;—states that the guardians based their suggestions on the provision existing in the State of Massachusetts, 4529 ;—is ready to apply that to the whole population generally, the tide of pauperism being best stemmed by dealing with the children; but subject to contribution to their maintenance, 4530, 4531. 4570-4573 ;—parents should be compelled by State to contribute, 4629, 4630 ;—admits that in many cases, owing to character and condition of parents, it would be impossible to recover such money, 4680.

Casuals:

States casual wards in his district are associated wards, and are very unsatisfactory, 4533 ;—objects to system of casual relief, 4584 ;—casual at present is discharged at 6.30 a.m., or earlier if he chooses, but is kept two nights, 4587 ;—suggests abolition of distinction between casual and ordinary poor ; maintains a person once entering casual ward gets deteriorated; that tendency of all unions is to shift burden of maintenance from one to the other; that relief should be in one form, and suggests extension of Pauper Inmates Discharge and Regulation Act, so as to require a longer notice of discharge than at present; that 24 hours should be increased to seven days, 14 hours to 14 days, 72 hours to 21 days, as proposed by Mr. Hedley, 4533. 4544, 4545 ;—casual should be detained seven days, and kept to work at his own trade, relying for discipline or dissipation, present oakum picking being unequal in its incidence, 4593, 4594 ;—unnecessary to separate them from other paupers, 4595, 4596 ;—if distinction between casuals and others were abolished there would be less excuse for mendicancy, 4567 ;—favours discretion being left to master of workhouse to act differently with *bonâ fide* wayfarers, and let them go early without labour test, 4534. 4585. 4588-4592 ;—admits that under this system casuals would be liable to be sent back to their place of settlement; but many have no provable settlement, 4535-4539 ;—impossible therefore to remove larger number of cases, 4540 ;—advises abolition of removals between metropolitan unions; this would not relieve rural unions, 4541-4543.

Is dissatisfied with results of Divided Parishes Act, 1876 ; because (1) it entails expensive litigation, (2) an able-bodied man is not sufficiently long chargeable to a union to come under its provisions, 4546.

States there are not many country poor in his workhouse, but noticed an influx of agricultural labourers to London during prevalence of special relief funds, 4549.

Refuges:

Mentions Crispin-street Refuge in his union which does not co-operate with his board; thinks it desirable that it should, 4550-4552 ;—favours system by which workhouse authorities can send likely cases to charitable refuges where they might be put in way of obtaining permanent work, 4553.

Out-door Relief:

Admits practical abolition of out-door relief in Whitechapel is mainly dependent on co-operation of charitable societies; failing co-operation favours granting of out-door relief in exceptional cases, 4487-4489.

Suggests as a means for checking lavish out-door relief, that Poor Law guardians should be encouraged to prepare bye-laws as in Manchester and other places, 4557. 4561 ;—does not think this would lead to greater restraint upon guardians from central authority, and further suggests that Local Government Board should re-affirm in a Minute principles laid down by them in 1834 ; 4558, 4559, 4560, 4561 ;—agrees that bye-laws should be made as permanent as possible, 4560 ;—out-door relief is relief in money or kind, 4616.

Has not met with cases of systematic cruelty to children by their parents, 4576, 4577. 4579 ;—has heard of such cases through operation of Society for Prevention of Cruelty to Children, 4580—Guardians may by law proceed against parents, &c., who starve or insufficiently clothe or house their children under 14 years, 4578.

In unions where there is no organised charity is in favour of modified system of out-door relief to (1) sick, provided relief is made educational and conditional on entering a sick club ; (2) to widows liberally for a short time ; (3.) to aged and infirm, provided they

Report, 1888—*continued*.*VALLANCE, MR. WILLIAM.* (Analysis of his Evidence)—*continued*.*Out-door Relief*—*continued*.

they have lived an honest life ; modified out-relief order, and regulation order should be reserved by Local Government Board for times of exceptional pressure ; in ordinary circumstances relief should be given to unemployed in workhouse under Prohibitory Order, 4583.

Distress :

States distress was rather greater last winter than preceding one, but that guardians were able to efficiently meet it ; that there is large amount of chronic distress in London owing to immigration from country, which it is almost impossible to cope with, 4581, 4582.

District Schools :

Considers education obtained in district schools to be quite satisfactory, 4598 ;—admits there is not same individualisation obtained there as in cottage homes ; efforts are made in that direction ; boys trained to handicrafts, music, &c., and girls are specially trained for domestic uscs, money given to market with, trained to wait at table, and trained for actual service outside, 4599 ;—children better looked after there than formerly in workhouse, 4601.

Boarding-out :

Considers boarding-out system to be more suitable for little girls and young boys ; when latter, especially, become older they require discipline of district school, and supervision of master ; proves this by cases of boys being returned to workhouse in his union from cottage homes as unmanageable, 4602-4604.

Favours extending system as regards girls, so as to include brothers and sisters of ages varying as much as under two and over ten years, 4605 ;—practice at present is to keep children in district schools up to sixteen, but they seldom remain after thirteen ; girls are sent to service, and boys to army bands, training ship, &c. ; system of apprenticing boys has been given up in Whitechapel, 4605-4607.

Industrial Schools :

Is aware of distinction made by law between reformatory and industrial schools, 4610—Doubts whether Industrial Schools Acts could be extended so as to make provision for children of vicious parents, except perhaps by extending age of detention in an industrial school beyond sixteen, 4613-4616—Something should be done to prevent as well as deal with pauperism, 4611, 4612.

Medical Relief :

States medical out-door relief is frequently introduction to pauperism ; that extreme care must be taken in refusing it ; that in Whitechapel it is always given at once on application and case afterwards investigated ; that guardians give such relief on loan, which has a deterrent effect, 4617. 4665 ;—is in favour of this system being legalised, 4660-4664 ;—money is not repaid to any large extent, 4618—Numbers receiving such relief comparatively few, and their cost merely nominal beyond medical officer's salary, 4620, 4621. 4625-4628—Considers it a form of relief open to abuse ; that relieving officer rarely takes responsibility of refusing it in first instance, unless he knows the case to be an unworthy one, 4665. 4668, 4669—That guardians are often imposed upon, 4666, 4667—States even in fit cases for medical relief, guardians have power to give it by way of loan without any contract on part of recipient, but not without a declaration of loan, 4670-4676—With regard to prospective relief, states guardians give it in some cases by way of loan, such as relief for burial of child, and where there is prospect of recipient getting work in future, 4676-4678—Such power is derived from Poor Law Amendment Act, 1834 ; 4679—Statistics of, 4701—Medical extras rarely given, and no abuse from them exists, 4622-4624 ;—There are few medical clubs owing to peculiar facilities for getting medical relief in his union, 4625-4628.

Beggars :

Describes how he would deal with a beggar who asked him for alms, 4631-4633—Maintains there are two courses open by which to deal with beggars in streets ; one is to offer them Charity Organisation tickets, and the other to refer them to relieving officer, either of which course would ensure case being thoroughly investigated, 4634-4636.

Metropolitan Common Poor Fund :

States Metropolitan Poor Act, 1867, and Amendment Act, 1870, have out-door relief, but maintains Common Poor Fund has not had much influence on his union ; that same results would have been obtained if Acts had never been passed ; that it was
(70—IND.) 5 R 4 abuses

Report, 1888—*continued.*

VALLANCE, MR. WILLIAM. (Analysis of his Evidence)—*continued.*

Metropolitan Common Poor Fund—continued.

abuses of Out-door Relief Regulation Order which led guardians to adopt their present policy, 4637-4639. 4687-4691, 4692. 4694, 4695. 4698.

Admits that Metropolitan Poor Act Amendment Act encourages strict administration of out-door relief, 4684—Thinks it a coincidence rather than result consequent on Act, that out-door relief began to diminish immediately after its passing, 4685.

Metropolitan Poor Act Amendment Act has diminished out-door relief throughout country, 4640—Suggests that the administration of the Metropolitan Poor Fund should be more strictly controlled, and the various unions who contribute, better represented, than at present; strictly administered union, like Whitechapel, might be paying towards the expenses of a laxly administered one, 4641-4643. 4684.

Agricultural Colonies :

As regards Mr. Barnett's scheme of agricultural training homes, feels it is a step in right direction towards getting people back from town to country; guardians should make the first experiment; scheme could not affect Whitechapel; conference, however, on subject between all guardians of London has been arranged, 4645;—fears scheme will only affect mere fraction of pauper class, 4646.

Immigration :

States existence of migration of agricultural labourers to London, especially in East-end; meets them among the applicants for relief, and especially in casual ward, 4648-4653;—has no table of facts to produce, but concludes it from personal observation, 4653-4655;—assuming conclusion to be correct, and also impossibility of finding work for them, admits difficulty either Poor Law or charity would find in getting them back to land, or helping them to emigrate, 4647;—immigration specially considerable during times of special relief, 4699, 4700.

Notwithstanding surplus of agricultural labourers in towns, advocates paupers in London being trained to agricultural labour with a view chiefly to their being emigrated, 4681-4683.

Pauper Statistics :

From a return of number of paupers receiving relief on 1st January, shows there were thirty-five receiving out-door medical relief, 4701—Maintains you cannot fairly compare one district with another in estimating amount of pauperism; character of population must be considered, 4702, 4703;—different periods of each parish should also be considered to obtain correct idea of pauperism, 4705.

VALPY, MR. ROBERT ARTHUR. (Analysis of his Evidence.)—Has for last ten or twelve years been connected with St. Giles', and has been recently elected chairman of Battersea Charity Organisation Society, 4706;—has had experience of poor as a magistrate in Glamorganshire, 4739;—also as chairman of branch of Berkshire Friendly Society, 4748.

Casual Ward :

As to casuals, states Mr. Kitto visited casual ward at St. Giles' for four weeks;—that ninety-eight cases were selected out of 800 or 900; these cases referred eventually to his Charity Organisation Society committee for investigation, 4707. 4710, 4711;—reads from case-papers to show method of investigation; that selected casuals were placed in lodging-houses or Ham Yard Refuge, and some given work at relief works and their work periodically reported upon, 4709. 4766;—states how pressure of applicants to St. Giles' casual ward consequent on tickets distributed in Trafalgar-square was met by Strand guardians who opened a casual ward in Hart-street, 4710;—that of the 98 cases referred to his society, 22 were assisted on their recommendation, of whom nine were emigrated and three migrated, 4712;—doubts whether more than six out of the 22 could be described as eligible emigrants, 4717;—gives reasons for supposing that 28 of them were Londoners; 5 of them agricultural labourers, 3 were gentlemen, 14 had been in the army; estimates that 17 had been regularly, and 39 intermittently, employed; that 28 were of good character, 5 fair, and 18 bad; that 44 disappeared altogether, 15 were tested on relief works, 8 of whom were emigrated and 5 disappeared; one refused emigration. Describes test work to have been stone-breaking, or work provided by Public Gardens Association; that his committee decided which cases were fit for emigration, 4713-4717.

Summarises occupations of the 98 casuals, and gives causes of their distress; thinks many may have left their own districts to avoid execution of warrants, 4717;—

States

Report, 1888—continued.

VALPY, MR. ROBERT ARTHUR. (Analysis of his Evidence)—continued.

Casual Ward—continued.

States Miss Tillard has undertaken investigation of cases of some 400 or 500 casuals, and others taken at random, in St. James's district, 4718.

Recommends abolition of casual wards, and gives reasons; considers that entrance to and detention in workhouse, under certain regulations, to be best test of eligibility for assistance, 4719, 4720;—that those who seemed to be genuine wayfarers might be removed from workhouse to a night refuge, 4722—Thinks discretion might be given to master of a casual ward or of workhouse as to detaining *bonâ fide* wayfarers; that such might be helped by charity or put upon some probationary work; quotes experiment, as to detention, tried in St. Giles's; that member of his committee visited workhouse for fifteen months and selected 47 cases as fit for help; of these, 4 were helped with good results; their character in 7 cases was good; that 8 were assisted with no good results; that 23 applications were refused, 4721.

Refuges :

Does not consider refuges and shelters, as at present conducted, desirable, because they attract and keep in existence idle class, and fail to be shelter for genuine working man seeking for work; latter object can only be attained by proper investigation; this absent in all except Ham Yard Refuge; has visited Newport Market Refuge, where accommodation is good, but an entire absence of proper investigation; also Mrs. Bolton's House of Shelter at Stepney, which is not attractive but yet attracts Whitechapel loafers, 4723-4725;—states vagrants and tramps are increasing in London owing, in part, to unwise charity, 4726.

Doubts if there are investigations at the Newport Market Refuge before relief is given, 4762, 4763—Thinks Mr. Bolton's casual ward could be worked with advantage if accommodation were improved, 4764, 4765.

Tramps and Berkshire System :

Admits there will always be many tramps going about country to seaside, races, &c., but hopes number may be reduced, 4767, 4768;—with regard to those tramps in search of odd jobs who apply for relief, recommends their detention in workhouse for at least a week, 4769-4772—As regards Berkshire system, states it is a good way of dealing with tramps, but to be effective should be uniform throughout country, 4727.

Describes Berkshire system from a letter by Colonel Blandy; that plan has been dropped, owing to action of Reading Borough Union, and number of tramps has increased, 4728;—*e.g.*, in Maidenhead Union, formerly number of tramps per quarter was 400, whereas it was 1,917 last quarter, 4728. 4760, 4761;—system checks vagrancy by keeping tramps on the move, 4729-4734;—that tramp caught begging outside limits of his route, is severely dealt with; this not always case outside Berkshire, 4730, 4731;—object of giving bread is to prove to public that he is not in want of alms; checks indiscriminate charity, 4732, 4733. 4735, 4736. 4738;—bread was provided by voluntary contributions; whole expense 10 *l.* for one year, 4737;—knows not why Reading Union withdrew from system; admits possibility of fraud, 4760, 4761. —Thinks beggars should be more severely punished than they are, through stricter administration of present law, 4739.

Charity and Poor Law :

With regard to Wandsworth Charity Organisation Society, states that they could only select 22 cases of tramps out of 2,800 investigated that were likely cases for help, and 6 only of these found capable of being helped, 4746, 4747. 4753.

Advocates establishment of a charitable society in every populous place for reference purposes; branch of the Charity Organisation Society has been started in Cardiff, 4740—Instances a case in St. Giles's Union where charity has co-operated with Poor Law to keep blind woman out of workhouse, 4741—In his capacity as manager of schools in Battersea, has brought about co-operation between School Board visitors and the local Charity Organisation Society, by which some cases have been removed from the Poor Law, 4742.

Mansion House Fund :

Was treasurer of Mansion House Fund for districts of St. Giles's and St. George's, Bloomsbury and Clare Market; describes how comparatively few genuine working men were relieved out of the fund, owing to the crowd of "ragamuffins," between 300 and 400 strong, who thronged the office; that most of the 72,000 *l.* contributed by the public went in doles to chronic cases of distress, and in assisting casuals and irregularly employed,

Report, 1888—*continued.*

VALPY, MR. ROBERT ARTHUR. (Analysis of his Evidence)—*continued.*

Mansion House Fund—*continued.*

employed, 4743-4745 ;—that after much personal trouble, a few genuine cases in St. Giles's were relieved, 4744.

Friendly Societies :

Has had experience in promotion of thrift as chairman of branch of the Berkshire Friendly Society ; advocates the establishment of juvenile friendly societies ; also adoption of insurance for pensions in old age, 4748 ;—with regard to former, the children, through their parents, contribute for medical relief up to the age of thirteen ; after that insure for sick pay, out of their wages ; after about 16, they are admitted into the parent society, without entrance fee ; this has reference to the country, and is modelled on the juvenile Foresters in East London, 4749-4752.

Charity :

Admits success of Berkshire system, in checking indiscriminate charity, depends on confidence of public that all poor men can be relieved by charity or Poor Law ; advocates establishment of charitable societies, which should be made publicly known, like present Charity Organisation Committees, so as to promote that confidence, 4753-4756 ;—information as to the whereabouts, &c., of the Charity Organisation Committees can easily be obtained from directories, 4757, 4758 ;—issue of tickets is also advantageous, 4759.

Veenhuizen. A Dutch colony for the employment of the vagrant classes ; originated with General Van den Bosch in 1818 as a voluntary establishment ; after his death taken over by the Government ; called also a " Beggar Colony ;" is a kind of open-air labour prison, 2274, 2275. 2328. 2330—Colony divided into three parts, (1) for women only ; (2) for men employed in agriculture ; (3) for men employed in manufacturing, who supply all the wants of the colony, *Mills* 2197-2200. 2278.

Vestries. Should employ, where possible, the unemployed to do necessary work rather than the contractors, so long as it is not done under the guise of charity, *Loch* 4175 ;—should work with guardians, *Peck* 2632 ;—should give work to deserving poor, *ib.* 2685, *seq.* 2741. 2765.

Vicious Parents. System with regard to in Germany ; are deprived of control of their children, *Davy* 944, 945 ;—also in America, *Hadden* 5415, 5416 ;—in Scotland also, and boarded out, *Hall* 3989 ;—attempt to feed their children in their own homes of, preferred to bringing them to some central place, *Loch* 4170. 4187-4189.

Should be deprived of control of their children, *Sherrard* 2830. 2864. 2871, *seq.* *Vallance* 4518, 4519. 4528. 4611 ; *Holland* 5071 ;—contrary opinion, *Hardcastle* 4932-4934 ; *Alexander* 4967, 4968 ; *Hadden* 5414-5417 ; *Rep.* ix ; transference of custody of illegitimate children from parents to guardians till 21 advocated, *Loch* 4523-4525. 4528-4531 ; *Vallance* 4613. 4616 ;—children of should be emigrated, *ib.* 4528 ;—should be brought up in small country homes, *Sherrard* 2827 ;—parents should be obliged to pay portion of child's maintenance, but renounce all claim, *Vallance* 4570-4573 ; *Waugh* 5892 ;—viciousness of parent should be decided by magistrate, from whose decision there should be an appeal, *Vallance* 4574, 4575 ; *Hadden* 5418-5420 ; *Waugh* 3. 5929.

Take advantage of rule by which children kept a fortnight in workhouse, before being sent to district schools, *Hardcastle* 4839 ;—desert their children, in hopes of their being taken care of at orphan asylum, *Alexander* 4966 ;—children of should be kept in workhouse, if cripples, or have been long deserted, *ib.* 5888 ;—suggestion that guardians should co-operate with charity in such cases, *ib.* 5889 ;—in cases of very young children, parents should be found and forced to take care of them, *ib.* 5889 ;—should be forced to treat their children reasonably at home, *ib.* 5927 ;—use their children for begging purposes, *ib.* 5888. 5893 ;—crime to restore children to, *ib.* 5893 ;—suggestion that their children should be put in custody of some other relation, who is willing and of good character, *ib.* 5894 ;—suggestion that parent who abandons child, should be found and punished, child being taken into custody of guardians, *ib.* 5938, 5939 ;—that guardians should be empowered to retain such children abandoned early, and then reclaimed, *Rep.* ix.

Case of drunken parents who neglect their children, *Waugh* 5941 ;—suggestions with regard to such, *Sherrard* 2851. 2864-2878.

Victoria Park-square. Home in for deaf-and-dumb children, *Hardcastle* 4832.

Villiers, Mr. Caused transference of workhouse schools inspector from jurisdiction of Privy Council to that of Poor Law Board, *Hadden* 5437.

Report, 1888—continued.

W.

Wages. Wages of the working-classes are better now than in 1834; but there are more unemployed, *Hill* 1721-1725; *Mills* 2227;—tend to be reduced by out-door relief, *Pell* 1419-1422; *Crowder* 1866;—relief should be given in form of, *Peck* 2699, *seq.*; 2732, *seq.*;—question of does not affect relief question in Paddington, *Sherrard* 2826;—rate, given for charing in ditto, *ib.* 2885;—if men would work for less than current rate, there would not be so many unemployed, *Harding* 3652;—system of forcing them to do so, rather than give out-relief, advocated, *ib.* 3653-3655;—overseers remiss in finding out “fair wage,” *ib.* 3648;—wages of painters, joiners, bricklayers, *ib.* 3660-3662;—winter relief work tends to diminish summer wage, *Acworth* 5170.

Waifs and Strays. Society for providing homes for, *Horsley* 5737;—never puts out more than thirty girls together in one home, *ib.* 5791. 5816;—many Poor Law children under care of society, *ib.* 5797. 5799, 5800;—lady has to report once a quarter to the Board about each child, *ib.* 5820, 5821,

WANDSWORTH UNION. (See also *Acworth's Evidence.*)

Population of union, *Ball* 6046, 6047;—is rapidly increasing, *Acworth* 5245, 5246;—extent of union, *Acworth* 5131. 5280;—poorest portion is Battersea; most populous Wandsworth, 5264. 5273;—pauper statistics in, based on population of 1881, is 16·2 compared with 24·2 for whole of London, also for last four years, *ib.* 5128;—has smallest proportion of poor of any union in South London, *ib.* 5322, 5323;—lax system of out-door relief in, *ib.* 5128;—this favoured by public opinion, *ib.* 5203;—and by guardians, *ib.* 5138-5142. 5239-5246; *Ball* 5976 5978. 5981-5983;—contrary opinion, *Ball* 6024;—sick able-bodied given it, *Acworth* 5132-5136;—also widows with children, *Acworth* 5137; *Ball* 5996;—is more freely given since last election, *Ball* 6027;—system of doles adopted, *Ball* 5988;—1 d. product of poor-rate spent on out-door relief in, *Acworth* 5276, 5277. 5283. 5321.

Able-bodied relieved in workhouse or outside in return for work done, *Acworth* 5236 —Pauper children legally eligible are boarded out to Bedfordshire and Sussex, others sent to Anerley district school, *ib.* 5190-5194;—some are emigrated, *ib.* 5204;—slight antagonism between guardians of Streatham and Battersea as to out-relief, *ib.* 5264-5269.

Guardians :

Election of guardians in affected by social democrats, *Acworth* 5286, 5287;—mode of election in, *ib.* 5219;—*ex-officio* guardians seldom attend, *ib.* 5221, 5222;—board consists of 26 divided into three relief committees, *Ball* 6046. 6048-6050;—several on board of guardians are landlords of small houses who all favour out-relief, *ib.* 5984. 6024;—committee of guardians in, for dealing with boarding-out, *Acworth* 5288-5293.

Charity :

Charity in, disorganised, *Ball* 6028-6030;—if better organised, would lessen out-relief in Clapham district, but not rest of union, *ib.* 6033-6035;—charity and Poor Law in, *ib.* 6036, 6037.

Labour Yard :

Labour yard in, *Acworth* 5143-5151. 5324-5329 —Wages earned there and hours of work, *ib.* 5210-5212 —Cost and test of labour; one in ten employed there were honest labourers, *Ball* 5997 —Did some good, *ib.* 5998-6002. 6007 —Its effect on offer of workhouse instead, *ib.* 6005. 6009 —Half only ought to have been so relieved, *ib.* 6006. 6013, 6014 —Did not create much pauperism, *ib.* 6008 —Different relief in labour yards of Battersea and Rotherhithe, shows expediency of uniformity in administration of relief, *Acworth* 5210. 5250. 5252-5255.

Special relief work in, described, *ib.* 5205-5209. 5277-5279 —Work given to unemployed in, with statistics, *ib.* 5235; *App.* 700, 701 —Wages in, good in summer, *Acworth* 5167-5170 —Casual ward in, on cellular system, *ib.* 5177-5180 —Cocoanut fibre substituted for oakum-picking, *Ball* 6043 —Infirmary in separate from workhouse, *ib.* 5196, 5197 —Medical and benefit clubs exist in, *ib.* 5198-5200 —Tramp cases in, investigated by Charity Organisation Society, *Valpy* 4746, 4747. 4753.

Warren, Sir C. His opinion as to unemployed agitation, *Crowder* 1817 —His proceedings last year caused large influx to casual ward in Kensington, *Brandreth* 5566. 5650-5656.

Warwickshire. Immigration of labourers from, to London, *Compton* 3844-3846. 3936, 3937;—a few from, emigrated to the Colonies, *ib.* 3938.

WAUGH, REV. BENJAMIN. (Analysis of his Evidence):

Is honorary secretary of London Society for Prevention of Cruelty to Children; has had 780 cases of cruelty through his hands during last four years, 5852;—has had many cases connected with Poor Law, but few of cruelty against Poor Law officers, 5853;—has had 250 cases of starvation, involving neglect by such officers; 25 died, 35 persons responsible sent to prison; 235 cases in which warnings were issued; all these cases supervised; result, not a single prosecution, 5854;—knowledge of such cases gained through local branches of society, 5904.

Workhouse Workshops :

Considers workshops connected with workhouses ought to be placed under Factory Act, 5951-5954;—this would specially benefit children in country districts, 5855—Knows of no case of deliberate cruelty, but some on verge of it, 5856;—hours kept there are very various; sometimes too prolonged; there is inadequate room for workers, 5956-5958;—workshops exclusively for children in workhouses, 5951-5953;—his society has very slight contact with workhouses; only visit children who are taken care of there, pending trials, 5954;—states they make shoes to be used on premises, 5955;—children, in some cases, mixed up with elder paupers, 5956;—thinks supervision there is inadequate; schools of workhouse and workshops do not compare well, 5957-5959;—that chastisement of children in workhouse schools is barbarously severe, but not worse than in ordinary schools, 5946-5949;—thinks there is a grave responsibility in matter of these schools, being as they are under State management, 5950.

Starvation Cases :

States with regard to insufficient feeding of children, Act 31 & 32 Vict. c. 122, sect. 37 obliges guardians to prosecute and pay costs; this very little acted on, owing to popular belief that guardians alone could prosecute; his society successfully challenged this belief and themselves prosecuted in 20 or 30 cases, 5857. 5869. 5870;—mentions cases of returning officers, who have knowingly left alone cases where children have been starved; that his society have prepared Bill making it possible for any person to take proceedings, 5858;—this power at present uncertain, 5896.

Gives a typical case where he thinks Poor Law officials connived at starvation;—5860-5865;—does not complain of guardians' action where parents are receiving relief, 5866;—is prepared to give evidence on 35 cases of starvation personally known to him, which ought to have been dealt with by guardians, 5867, 5868.

Maintains relieving officers of boards of guardians are absolutely ignorant of the state of law respecting starving children, and of the power in their hands, 5869, 5870. 5876;—quotes case in point at Northwich, of Samuel Thomson, found in an emaciated condition; step-parents, who had charge of him, bore good character, and nobody would interfere till witness took action, resulting in woman being sentenced to six months, 5871;—in this case it was duty of relieving officer to report to guardians, 5872. 5877;—grants he has no power to enter house where no relief given, 5874;—power to act rests with guardians, 5873-5875. 5880;—clerk to board ought to take proceedings and advise board, 5877-5879;—makes no complaint against guardians, 5881. 5946.

In many starvation cases, parents in good circumstances; quotes a case at Sheffield where parent, when taken in custody, had a sum of 25 l. on him; mentions another at Ilkeston where three children starved to death, parent being in receipt of 3 l. a week, and got insurance money on the children, 5882, 5883.

Describes how inhuman parents can do anything short of murdering them, without being interfered with; instances children shut out of doors at night without sufficient clothing; the children's lives are insured, and law requires doctor to be called in only during last illness, 5884.

Vicious Parents and Guardians :

Gives his experience with regard to two cases of children being restored from the workhouse to their parents; in both cases Local Government Board ordered it, but by representations from his society, they were allowed to remain, 5885-5887. 5909-5926;—restoration to parents is a Local Government Board Regulation, not an Act of Parliament; makes no complaint against Local Government Board, 5907, 5908.

Is in favour, on economical as well as on humanitarian grounds, that supplemental order should be issued, empowering guardians to retain in workhouse crippled children and children of parents who have long abandoned them, and have married again; 5888. 5890, 5891—Acknowledges objection to taking children out of control of vicious parents, that many would become vicious on purpose, but proposes guardians should co-operate with his society in all cases of abandonment, 5945;—that parents of children of tender age should be found and made to take proper care of them in their own home, 5889;—suggests also such parents should be compelled to

Report, 1888—continued.

WAUGH, REV. BENJAMIN. (Analysis of his Evidence)—continued.

Vicious Parents and Guardians—continued.

to contribute towards maintenance of child; justifies this by giving numbers of cases dealt with by his society, in one of which only was there a prosecution after issue of warning, 5892.

States children are used by vicious parents for begging purposes; to restore children to worthless parents is a crime against society; suggests extension of workhouse, system of Industrial Schools Act giving right of detention up to sixteen, provided it were first certified by a magistrate that the child's legal custodian was an improper guardian, 5893. 5927-5929.

Suggests (1) guardians should be relieved of taking legal proceedings; that each town should have an auxiliary to workhouse system, to whom all legal cases should be referred; (2) that guardians should be empowered to appoint some relation of good character, and who is willing, as legal custodian of children; knows of 15 out of 42 cases sent to workhouse, which might have been treated in this way had there been the power, 5894-5896.

Mentions two cases of scalding in bath in workhouses; no action taken by Local Government Board till his society represented cases, 5897, 5898;—these illustrative of gross neglect, not cruelty, 5900;—suggests police should have power, at present in hands of guardians, in dealing with starvation cases; divided authority bad, 5901, 5902;—advocates this on financial grounds, 38 l. being spent by his society in getting one conviction, 5905, 5906. 5960, 5961.

Quotes from Act what moral condition of parent and child is, to justify procedure; that Section 14 says, "child found wandering, &c., or not having proper guardianship," and suggests guardians should be given same power, and should be able to take all children who are abandoned; states, with that power last year, 7,000 children would have belonged to workhouse authorities till 16 years old, 5931-5935, 5940;—that "without proper guardianship" should be defined by magistrate; 15,000 children sent to industrial schools under present law, who, if they had been in workhouse, could have been claimed next day, 5936, 5937. 5971;—does not wish it to be made a primary condition that parents should be "worthless," but parent who abandons his child should first be found and punished, and child taken care of by guardians, 5938, 5939;—that relieving officer should have power, by order of magistrate, to get all children found wandering, &c., sent to schools or homes, under supervision of guardians, instead of to industrial or reformatory school, 5962, 5963;—that guardians should enforce Statute 31 & 32 Vict. c. 122, as to feeding children, 5942, 5943.

In supposed case of drunken parents, who do not abandon their children, suggests parents should be given notice as to penalty incurred for neglecting their children, 5941.

Insurances:

In view of cases of starvation, considers insurances to be a premium on murder and are ruining country, 5265;—to remedy evil, proposes in a Bill a clause inflicting double penalty on any person, having a beneficiary interest, who underfeeds or assaults an insured child, 5966-5968; states this Bill is now in hands of Mr. Mundella and not yet introduced, 5969;—believes 1,000 children are murdered in London every winter, 5970.

Wayfarers. Genuine working men in search of work sent on by their trade society, *Billing* 2426;—*bonâ-fide* ones discharged from casual ward without completing task, at discretion of superintendent, *Vallance* 4585. 4588-4592;—should be removed from casual ward to night refuge, *Valpy* 4722;—suggestion that discretion as to their detention should be vested in casual-ward master, *Valpy* 4721;—should be helped by charity or given probationary work, *ib.* 4721;—existence of honest ones in London doubted, *Hardcastle* 4936-4938.

Weaving Industry. Described, *Horn* 3396;—children employed at, as half-timers, *ib.* 3398.

West Ham Union. Is under Prohibitory Order; this no longer necessary, *Hedley* 622-624;—relief committees in, appointed weekly, *ib.* 634.

Westminster. Poverty in, chiefly among loafing class, *Hardcastle* 4782, 4783.

Westmoreland. Here and in Cumberland children boarded out, exceptionally well cared for, *Hedley* 714;—as regards condition of working classes, is the most prosperous county, *Mills* 2313.

Whately, Mrs. Honorary secretary of the Metropolitan Association for Befriending Young Servants; has studied the question of how to deal with the deaf, dumb, blind, infirm, &c., *Loch* 4105.

WHITECHAPEL UNION. (*See also Evidence of Mr. Vallance*):

Population, rateable value of property, and pauper statistics of, *Vallance* 4703—Hardly any out-door relief given in, *Hedley* 665; *Billing* 2410; *Sherrard* 2892; *Twining* 3057; *Compton* 3775; *Vallance* 4448; was first union to limit it, *Vallance* 4692. 4695-4698; statistics of out-relief in, *Billing* 2516; *Loch* 4098;—question whether this has caused distress, *Compton* 3866;—whether it encourages thrift, *ib.* 3825;—system unsuited to every union, *ib.* 3787-3791;—its effect on neighbouring union of Poplar, *Loch* 4270-4272;—is dependent for success on co-operation with charity, *Vallance* 4487, 4488;—its success described, *ib.* 4493-4497.

Poor Law in, formerly laxly administered, with consequent evil effects, *Lambert* 2549, 2550; *Vallance* 4448;—medical relief in, given by way of loan, *Billing* 2487-2491; *Vallance* 4617. 4620-4624. 4665; statistics of, *ib.* 4701.

Decrease of pauperism in, *Compton* 3781, 3782. 3784;—is result of Poor Law system, *Vallance* 4498. 4619; *Holland* 5042-5053;—and continuous policy of 20 years, *Compton* 3792;—reasons given for higher proportion of pauperism in than in Paddington, *Loch* 4100;—able-bodied in, when sick, admitted to infirmary and family provided for by charity, *Vallance* 4450. 4460;—were formerly given out relief, *ib.* 4454;—undeserving cases, how dealt with, *Vallance* 4461. 4468. 5471. 4473, 4474;—aged and infirm formerly given out-door relief; deserving cases now taken over by charity, *Vallance* 4478, 4479.

Workhouse:

Special workhouse in described, distinct from infirmary or school, for adult poor of all sorts, and different kinds of labour performed, *Vallance* 4499-4505. 4507, 4508;—system advocated for Greenwich, *Lambert* 2547, 2548;—copied in St. George's, Hanover-square, *Hardeastle* 4853;—system of mental instruction in workhouse of, *Billing* 2414, 2415; *Vallance* 4506;—oakum picking in, substituted by infirmary work, *ib.* 2471, 2472;—casual wards in are associated, *Vallance* 4533;—casuals discharged at 6.30 a.m., but detained two nights, *ib.* 4587.

Co-operation between guardians of, and charities in, *Billing* 2409, 2410; *Vallance* 4477; *Loch* 4078. 4094, 4095; *Ball* 5981;—charity given more freely than formerly, *Holland* 5054-5056;—several provident societies in, *Billing* 2497, 2498; *Holland* 5023;—no medical clubs, with reasons, *Vallance* 4625-4628;—not many benevolent institutions, *Billing* 2508.

Labour-yard in closed, *Billing* 2411;—labour-house in Grove-road, where various labour enforced; this suggested as a remedy for the evils existing in Greenwich, *Lambert* 2548; widows with children, how dealt with, *Vallance* 4480-4486;—statistics, *ib.* 4657, 4658.

Pauper children, how dealt with, *Vallance* 4509-4513;—district schools in, *Billing* 2416, 2417; *Vallance* 4598-4601;—children kept there up to 16; girls sent to service, boys to army or working homes, *Vallance* 4607;—boarding out in limited, *Billing* 2418, 2419; emigration in, *Billing* 2430-2432. 2437-2442;—immigration from country to, *Billing* 2504-2510; is not increasing, *ib.* 2518-2522.

Recommendations made by guardians, with respect to parental responsibility, *ib.* 4528-4531; guardians discussed question of pauper farms, but took no action, *Compton* 3782, 3783;—special mission in for relief of dock labourers, &c., *Holland* 5014-5020. 5104-5109;—Jews in have their own guardians, and seldom come on rates, *Ball* 5981; whole system of relief approved by public opinion; guardians act strictly and uniformly without losing sight of individualisation; charity is also free and well considered; poor not neglected, *Vallance* 4564; whole system of advocated as having tended to diminish number of those receiving relief from rates, *Rep.* iv.

Whitechapel Order. Gives guardians of Whitechapel power to retain head of family in workhouse, and give relief to his family outside;—system approved, *Davy* 874-876; *Pell* 1575, 1576; *Crowder* 1795-1798 *et seq.*; *Compton* 3768-3770—Objected to, *Ball* 6003;—full description of its provisions, *Vallance* 4452—Duration of order, restricted to 12 months from date of issue; is experimental, and issued to meet exceptional distress; should be reserved for such periods; has never been put into operation, *ib.* 4451, 4452. 4583; *Rep.* v.—Prohibitory Order eventually substituted for it, by Whitechapel guardians, *ib.* 4449. 4498;—unnecessary in the country, *Crowder* 1810.

Whitworth, Miss. Is head of the Home in Grosvenor-road for Befriending Young Servants; states there is great evidence of immorality among the girls from district schools, *Horsley* 5742.

Widower. Is a worthy recipient for out-door relief, if deserted by his family, *Harding* 3664.

WIDOWS. Relief to be given to, where legitimate child dependent on, with other qualifications, *Owen* 6—Deserving widow defined, *Crowder* 1857—Out-relief insufficient for; superfluous children should be taken away, *Peck* 2648—2 s. 6 d. a head inadequate,

WIDOWS—continued.

inadequate, *Lambert* 2536;—is adequate, *Harding* 3664—Practice of Stepney guardians with regard to; unmaintainable portion of their family taken to district schools; if this refused, widow offered workhouse, *Jones* 1060-1067. 1072;—widow allowed to remove one child or more from district school, but is under certain restrictions; relief officer visits her home, *ib.* 1071-1078.

Practice of St. George's-in-the-East guardians with regard to, *Pell* 1412-1418. 1724;—if unable to maintain any children, would have to come into workhouse, *ib.* 1423, 1424;—except it were owing to exceptional causes, *Crowder* 1845.

Scale of out-relief given to widows with children in Greenwich, *Lambert* 2591.

Allowance given to, in Paddington; and out-relief for superfluous children, *Sherrard* 2811, 2863. 2881-2889. 2916, 2917—Mode of dealing with, in Kensington, *Twining* 3060-3065—Alternative offered there of out-relief for children, or that they should be sent to district schools, *Brandreth* 5527—Mode of dealing with in St. Pancras, *Allen* 3171-3173—Rule in St. George's, Hanover-square, that no able-bodied widow with less than two children shall receive out-door relief for more than first six months of widowhood, *Harcastle* 4777—With more than three children liberal out-relief at first given, then children taken to district schools, *ib.* 4781—Difficulty among Jews of dealing with children of, *Alexander* 4962-4965.

In City of London Union, are given out-relief; some of the children taken to district schools, *Hadden* 5343, 5344;—practice of sending children of to district schools began in 1872, *Brandreth* 5527;—is an expensive form of relief, *ib.* 5528;—ceases to act as a test, *ib.* 5528. 5632, 5633;—out-relief to, does no injury to working women, *Sherrard* 2881. 3884;—advocated in certain cases, *Brandreth* 5636; *Rep.* v.

Children of, over number of two, should be supported by the rates, *Davies* 1293; *Horn* 3334-3343;—those of unsatisfactory widows to be taken to workhouse schools, *Davies* 1293;—should not be sent there, *Holland* 5110;—where widow's home unsuited to decent bringing up of children out-door relief refused, *Horn* 3344-3346—Where homes are respectable children should be left with mother and out-door relief given, *Rep.* v.

Children of should be educated in district schools, *Lambert* 2598, 2599; *Alexander* 4965;—this system objected to, *Charles* 5838;—numbers in district schools should be diminished, *Brandreth* 5535-5538;—preferable to relieve them by taking children to district school, than to give out-relief, *Vallance* 4657;—contrary opinion, *Charles* 5838;—this practice exists in Whitechapel, *ib.* 4657, 4658.

Williams, Mr. Montagu. Makes a gift to poor of Greenwich of 4,000 *l.*; recklessly distributed with pauperising effect, *Hill* 1681, 1682. 1686, 1687; *Lambert* 2566-2570. 2607.

Wood. Evils arising from sale of at market price from workhouse, *Jones* 1206-1208.

Woodhouse, Mr. His opinion as to boarding out those children at present in workhouse schools, *Hall* 3956.

WORKHOUSE. (See also *Casual Ward, Infirmaryes, and Relief Indoor.*)

A charge of 5 *d.* per head of poor in chargeable to common poor fund, *Owen* 31;—does not include children under sixteen, *ib.* 47;—this has caused diminution in out-door relief, *ib.* 132.

Arrangements in much improved owing to Act of 1867, *ib.* 33. 176;—paupers better treated, *Davies* 1308. 1312; especially as to nursing, *Owen* 36;—this removes old aversion to entering it, *Henley* 349; *Holland* 5027, 5028. 5030. 5032;—rigorous measures necessary for unruly in, *Davies* 1309;—pressure for accommodation in a cause for increase in out-door relief, *Owen* 131;—accommodation in more than necessary in rural districts, *Horsley* 5754.

Dislike to:

Disinclination to enter not necessarily praiseworthy, *Owen* 269;—very rare for a man to prefer starvation to entering, *ib.* 274;—an inmate of better housed and fed than many in receipt of outdoor relief, *ib.* 285, 286;—aversion to, *Sherrard* 2833 *et seq.*; men would rather starve than enter, *Compton* 3885. 3891;—not the same dislike to, in town as in country, *Henley* 463-465;—prison preferred to it, *Henley* 5738—Dislike to among poor, owing to confinement and control, &c.; desirable this should be kept up, *Davies* 1296;—not attributed to a feeling of degradation, *ib.* 1324, 1325. 1344;—nor to bad treatment there, *ib.* 1308;—but to fear of breaking up the home, *Mearns* 4359. 4361;—distaste for exists in Burnley, *Horn* 3362;—is a wholesome feeling, *Kitto* 3571, 3572.

Report, 1888—continued.

WORKHOUSE—continued.

Number of orders for favourably affected by strict administration of Poor Law, *Henley* 337, 338. 368;—evils of converting it into almshouse, *ib.* 348—Paupers admitted to under order from relief committee in urgent cases by master, *ib.* 336;—numbers in a guide to existing distress, *Brandreth* 5577–5579.

Separation of married couples is no grievance, *Davy* 949;—separate cottages built for them in North England, *ib.* 950;—regulations as to keeping them together approved, *ib.* 986, 987; *Mearns* 4339–4341;—system at Bremen, *Davy* 973–975;—special provision for in Whitechapel, *Vallance* 4507, 4508;—married and single in should be kept apart, *Bowden* 5577–5579.

Classification in:

Inmates of classified, *Henley* 348, 349;—case of contamination in through absence of classification, *Bowden* 5662;—medical officer's report only means of classifying paupers in, *Henley* 444;—absence in of wards for testing ability to work, *ib.* 445;—classification advocated, *Hedley* 699; *Mearns* 4341–4343; *Holland* 5031; *Bowden* 5661. 5563. 5678. 5698–5700;—demand for it justified, *Bowden* 5694–5696. 5701–5703;—no difference made in the treatment in of people of bad or good character, unless they misconduct themselves, *Kitto* 3516;—classification according to character suggested, *Bowden* 5661–5666;—separate cubicles in advocated, *Billing* 2466.

Children in:

Only young or ill children in, *Owen* 47—Roman Catholic children in, sent to their own certified schools, *ib.* 74;—are not jeered at by other children, *Davies* 1311, 1312;—evil effects of children in workhouse being restored to their vicious parents, *Waugh* 5885–5887—Suggestion that they should be detained there till 16, *ib.* 5893—Authorities of co-operate with Society for Prevention of Cruelty to Children, *Waugh* 5854—No regulation for bathing children in; paupers only employed; water supplied at whatever heat the boiler happens to be stoked; case of gross neglect in, *ib.* 5897–5900;—case of children sent to without parent, *Horn* 3318–3322;—of parent leaving in search of work without children, *ib.* 3323–3325—Suggestion that family should be taken in, till head has found work, receiving out-door relief in meantime, *Mearns* 4362–4367.

Officers of should be appointed by Local Government Board, *Bowden* 5681—Should attend meetings of boards of guardians, *ib.* 5704, 5705.

Labour Test:

Labour test in is stone-breaking, wood-chopping, oakum-picking, &c., *Jones* 1204;—objections to skilled labour in being substituted; evils arising from sale of chopped wood from, *ib.* 1205–1208—Suggestion for utilising useless labour in, *Mills* 2187–2190;—one-fifth only of profitable work suggested should be for sale, and this limited to production of articles at present imported from abroad, *ib.* 2284–2296—No one obliged to bring family with him to, *Jones* 1094—Admission to, offered to those reported by charitable societies to be unsatisfactory, *ib.* 1154.

Tobacco in, allowed only by order from medical officer, *Henley* 447–449—Stimulants in, as reward for work discontinued, *ib.* 459. 529;—still given to sick, *ib.* 459;—where too freely given, dismissal of medical officer not advocated, *ib.* 576–578;—should be left to his discretion; varies in different unions, *ib.* 529. 576.

Diet in fixed by Local Government Board; extra diet may be sanctioned for extra work; this liable to abuse as an incentive to remain, *ib.* 462.

Able-bodied men drift in with the partially disabled; conditions in much better than in test-house, *Henley* 442;—difficulty in defining able-bodied in large ones, very few really such, *ib.* 443; *Davies* 1326–1328;—is the sole legitimate place for relieving able-bodied, *Henley* 530–532.

Inmates of regularly visited by a committee of ladies belonging to the Charity Organisation Society, for the purpose of selecting any deserving ones for situations outside, *Loch* 4078.

Sick in:

Treatment of sick and infirm in, much improved, *Davy* 945–948;—good infirmary accommodation of in Greenwich, *Lambert* 2582, 2583;—medical attendance, old system of in workhouses, and the new, *Owen* 37;—medical inspection required for workhouse infirmaries, *Twining* 3012 *et seq.*;—increase of in Birmingham, *Henley* 348;—woman with child in, treated in special ward, *ib.* 438;—no regulations forbidding relief in such cases, *ib.* 437–439.

Evil

WORKHOUSE—continued.

Evil effects of long hours devoted to sleep in Whitechapel workhouses; are met by mental instructors, *Billing* 2414;—*Vallance* 4499-4508;—statistics of such hours, *Billing* 2466;—silence ordered in dormitories, but difficult to enforce, *ib.* 2467, 2468;—special one in Whitechapel described, *ib.* 4499-4508;—special one in Kensington, *Brandreth* 5574-5576;—in Burnley Union, offered to aged and infirm without friends or relations, *Horn* 3306-3311;—47 inmates of, in St. Giles, selected as worthy of help, of which 4 only assisted with good results, *Valpy* 4721.

Discharge from:

Discharge from practically left to master of workhouse, if left to discretion of guardians, *Hedley* 780;—suggestion that no one should be entitled to discharge under a week, *ib.* 657, 658;—guardians should have power to discharge earlier, *ib.* 659-662;—also masters of workhouse, *ib.* 663, 664;—detention should not be less than a week, and as long as a month, *Jones* 3480-3484;—greater powers of detention in undesirable, *Davy* 969. 992-996;—powers of detention regulated by “Admission and Discharge Act,” *ib.* 992-996;—larger powers advocated, *Hardcastle* 4821-4825;—information as to character should be forced out of applicants for relief in, by detention till they did, *Bowden* 5710-5717. 5733-5736—Married women in worse than single, *ib.* 5718-5722.

Present system of, a vicious one, *Henley* 446;—objected to, *Holland* 5074;—is good enough for idle vagrants, *Mills* 2328;—is no better than a prison, and unsuited to deserving unemployed, *Kitto* 3510;—should be abolished, *Acworth* 5142;—is a good system in causing relatives to help, *Compton* 3755;—should be made a reformatory, *Bowden* 5709;—experience of officials of, should be more readily available to guardians, *ib.* 5726, 5727;—inadequate inspection of by guardians, *Horsley* 5766-5777;—notice must be given to master of, before guardians can enter, *ib.* 5778-5785;—this objected to, 5786;—workshops in connection with, should be placed under Factory Act, *Waugh* 5855, 5856. 5951. 5954. 5959;—an auxiliary to workhouse system in every town suggested, *Waugh* 5894-5897.

Workhouse Colony. See *Unemployed*.

Workhouse Schools. Description of, with results of education at, and cost of teachers, *Owen* 50;—wretched intellectual state of children in, *Hall* 3985; *Holland* 5110;—children in never taught economy, *Charles* 5841, 5842;—suggestion that they should be sent to specially constructed buildings in connection with each workhouse and group of Board schools, *Holland* 5110;—boys in better trained than girls, *ib.* 5111, 5112;—inspection of, *Hadden* 5437-5442;—should be abolished and boarding-out and emigration substituted, *Horsley* 5746, 5747. 5749. 5788. 5810;—cost of child in, *Hall* 3987. 4046. 4056; *Horsley* 5751, 5752;—chastisement in same as other schools but barbarously severe, *Waugh* 5946-5949.

Workhouse Test. (See also *Labour Test*.) Strict execution of has reduced number of inmates in the country; result a financial gain, *Owen* 255; *Horn* 3417—Approved, *Davy* 876;—should be rigorously applied, *Lambert* 2535;—especially in case of widows *Brandreth* 5537-5539. 5634, 5635;—is a sufficient test of destitution, *Pell* 1567;—is too severe unless modified, *Peck* 2750;—breaks up the home, *ib.* 2767;—not sufficient in a town of 2,000 or 3,000, *Henley* 376;—only enforced in cases of absolute destitution, *ib.* 417;—not employed under old régime in Brixworth, *Pell* 1517;—not used in Greenwich, *Lambert* 2530-2532;—how used in Paddington, *Sherrard* 2817;—under provisions of Local Government Bill might be abused, *Horn* 3302. 3365.

Modified test, example of, in Whitechapel Order, *Crowder* 1793 *et seq.*;—should be used, together with house-test, to meet peculiar circumstances, *ib.* 1881-1883.

Workless and Thriftless. Pamphlet concerning, *Peck* 2704.

Y.

Yorkshire. Married couples in workhouses of, *Davy* 949;—medical and burial clubs in, *ib.* 955-960.

